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REPORT RESUMES

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FACTORS INFLUENCING TWO-YEAR COLLEGES TO EXPAND TO FOUR-YEAR PROGRAMS AND PROBLEMS ENCOUNTERED IN THE TRANSITION.

BY- SCHROEDER, MILTON D.
DENVER UNIV., COLO.

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THIS STUDY ATTEMPTS TO DETERMINE FACTORS WHICH INFLUENCED A SELECTED GROUP OF TWO-YEAR COLLEGES TO EXPAND, TO IDENTIFY THE PROBLEMS ENCOUNTERED IN THIS TRANSITION, AND TO DEVELOP A SET OF GUIDING PRINCIPLES AND PROCEDURES WHICH WOULD PROVIDE DIRECTION AND ASSISTANCE TO COLLEGES CONSIDERING EXPANSION TO FOUR-YEAR CURRICULA. CASE STUDIES OF TEN INSTITUTIONS (REGIONALLY ACCREDITED BOTH AS TWO-YEAR AND AS FOUR-YEAR COLLEGES) ARE INCLUDED. DATA FOR THE STUDY CAME FROM INTERVIEWS WITH ADMINISTRATIVE AND TEACHING PERSONNEL, RECORDS, REPORTS, AND OTHER MATERIALS PROVIDED BY THE COLLEGES, STATE OFFICES OF HIGHER EDUCATION, REGIONAL ACCREDITING AGENCIES, AND LOCAL NEWSPAPERS. FACTORS INFLUENCING EXPANSION TO FOUR-YEAR PROGRAMS FELL INTO TWO CATEGORIES--THOSE INTERNAL TO THE INSTITUTION, AND THOSE EXTERNAL TO THE INSTITUTION. THE PROBLEMS ENCOUNTERED IN THE TRANSITION ARE DISCUSSED UNDER EIGHT CATEGORIES--(1) OPPOSITION TO EXPANSION, (2) FINANCES, (3) PHYSICAL PLANT, (4) ORGANIZATION AND ADMINISTRATION, (5) CURRICULUM, (6) FACULTY, (7) LIBRARY, AND (8) STUDENT SERVICES. (HW)

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1966

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CHAPTER I

NATURE AND SCOPE OF THE STUDY

Introduction

The history of higher education in the United States reflects phenomena of ever-expanding enrollments, curricula, and degree offerings. Many of the colleges and universities of today, throughout the country, can trace their origins from academies, two-year colleges and seminaries founded as early as the colonial period.[1] The precedent for expanding the educational programs of existing institutions was established early in the history of American higher education and has been continuous. The trend is exemplified in the history of the university sponsoring this study, the University of Denver. This institution began as an academy and seminary, expanded to a four-year bachelor degree program, and later added the master and doctoral degrees. Numerous other institutions throughout the country can mirror this development with varying time spans and individualized circumstances.

The upward extension of two-year colleges experienced a new surge during the twentieth century. Primarily, this was attributable to two factors. First, the development of the junior college shortly after the turn of the century, and its subsequent popularity resulted in the establishment of over eight hundred of these two-year colleges by 1965.[2] Secondly, the ever-increasing desire for higher education by the American people, and their commensurate willingness to support it, resulted in unparalleled pressures upon institutions to meet this demand. The consequence of these two factors, coupled with the propensity for growth by many two-year college administrators, faculties, communities, and students was the upward expansion of numerous two-year colleges to four-year programs. Evidence of this is exemplified in the one-hundred and fifty-six two-year colleges which completed this process of transition to a four-year program in the period of 1945-1965 as shown in Table I, page 3.

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[1] H. G. Good, A History of Western Education (second edition; New York; MacMillan Company, 1960), p. 515.

A preliminary investigation of several institutions engaged in the transition from a two-year to a four-year program revealed this expansion to be a most trying and difficult task for all concerned. It was also noted that no definitive resource was available to assist these institutions in this process. Furthermore, there was overwhelming evidence to support the contention that this phenomenon would continue, and in all probability, increase. These several factors and the questions and problems they generated were considered important enough to warrant this study.

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[2] Junior College Directory (Washington: American Association of Junior Colleges, 1966), p. 56. The number of eight hundred includes those colleges which expanded to four-year programs and those that discontined operations for other reasons.

TABLE I

NUMBER AND PERCENTAGE OF COLLEGES CHANGING FROM TWO-YEAR TO FOUR-YEAR STATUS 1945-1965

Year	Number of 2-Year Colleges	Number Changing to 4-Year Colleges	Percent Making Change
1945-46	438	3	0.7
1946-47	436	6	1.4
1947-48	429	5	1.2
1948-49	451	8	1.8
1949-50	500	18	3.6
1950-51	541	2	0.4
1951-52	527	9	1.7
1952-53	529	13	2.5
1953-54	517	6	1.2
1954-55	518	8	1.5
1955-56[a]	510	13	2.5
1956-57	525	3	0.5
1957-58	548	6	1.1
1958-59	557	6	1.1
1959-60	585	9	1.7
1960-61	593	6	1.0
1961-62	593	11	1.9
1962-63	628	5	0.8
1963-64	644	9	1.4
1964-65[b]	656	10	1.5
		156	

[a] Data for years 1945-1956 from Walter Crosby Eels and S.V. Martorana, "Do Junior Colleges Become Four-Year Colleges?", Higher Education, XVIII, No. 6 (February, 1957), 110-115.

[b] Data for years 1957-1965 from Education Directory, Part 3, Higher Education, Washington, D.C., 1956-57 through 1964-65.

Statement of the Problem

The central problem of this study was to determine factors which influenced a selected group of two-year colleges to expand to four-year programs, and to identify the problems encountered in this transition.

A secondary problem of this study was to develop a set of guiding principles and procedures which, together with the case studies of the representative colleges, would provide direction and assistance to colleges considering the expansion to four-year curricula.

Justification of the Study

The importance of this study was based directly upon the fact that one-hundred and fifty-six two-year colleges made the transition to four-year programs during the years 1945 to 1965, as shown on the previous page. These colleges represented approximately 7.8% of the total number of four-year institutions in operation in the United States in 1965, and reflected a rapidly increasing number of students. Furthermore, with nearly four hundred two-year or junior colleges being established between 1945 and 1965, and the doubling of enrollments in higher education each decade, there was considerable evidence to support the contention that the transition of two-year colleges to four-year programs would continue and probably increase. A phenomenon of this magnitude was considered important and its investigation necessary.

A second justification was found in the review of the literature which indicated an absence of previous research on the problem of this study. One of the major reasons for the lack of research in this area is that the institutions involved had neither the funds nor personnel available at the time of their transition to mount a study of this nature. Possibly a second reason for the lack of research in the area is found in the following statement from one of the few published accounts of the procedures followed by a two-year college making the transition.

> . . . in detailing the sequence of events, circumstances do not allow for the discussion of the more exciting nuances. In fact, what is not said might make more interesting reading, at times than what is written.[3]

The absence of related literature, and the apparent difficulty of colleges to provide published information on this subject, was deemed an additional significant justification of the study.

Further justification for the study was found in the overwhelming support and enthusiasm elicited by the presidents of the colleges selected for the sample. Any fear or concern over the possible difficulty in securing information for the study was quelled by the willingness of these men to cooperate. They freely expressed their belief in the need for a study of this type and offered the unqualified cooperation of their colleges as participants in the study. This cooperative attitude was considered important as justification of the need for the study and feasibility of the research design.

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[3] Eugene E. Dawson, "A Junior College Changes Status", Educational Record, LX (July, 1960), pp. 114-120

Finally, "studies of higher education have taken on an increasing importance in the last decade as costs of education, the number of students, and the educational demands on institutions have increased sharply."[4] It is the consensus of many educators that, relative to the total expenditures of higher education in this country, research has played far too limited a role.[5] In a small way, this study will help to overcome this problem.

Delimitations of the Study

The study does not debate whether two-year colleges should or should not expand to baccalaureate degree-granting institutions. This issue, though certainly of importance, is broad and complex and warrants an independent investigation and analysis. Interviews with the administrative and teaching personnel of the ten sample institutions provided the primary source of data for this study. Other important sources were the records, reports and other materials provided by the colleges, state offices of higher education, regional accrediting agencies, and local newspapers. Absence of related literature relegated this normal source of data to a very limited role.

Only institutions which had completed the transition between the years of 1960 and 1964 and were regionally accredited both as a two-year and as a four-year college were included in the sample. These two criteria were considered essential in selecting the sample because of the rapidly changing nature of higher education, the added problems associated with accreditation processes, and the increased probability of the availability of persons familiar with the details of the transition.

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[4] Paul L. Dressel, *Evaluation in Higher Education* (Boston: Houghton Mifflin Company, 1961), p. 389.

[5] *Ibid.*

Organization of the Study

The final report of the study is composed of XIV chapters.

Chapter I contains a presentation of the nature and scope of the study, the problem and its justification, and the delimitations and organization of the study.

Chapter II consists of the description of the design and methodology for the collection of the data.

Chapter III is the case study of Cumberland College.

Chapter IV is the case study of Jacksonville University.

Chapter V is the case study of Little Rock University.

Chapter VI is the case study of North Park College.

Chapter VII is the case study of Colorado Woman's College.

Chapter VIII is the case study of Stephens College.

Chapter IX is the case study of Arlington State College.

Chapter X is the case study of Fort Lewis State College.

Chapter XI is the case study of Southern Colorado State College.

Chapter XII is the case study of Weber State College.

Chapter XIII contains a summary of the findings of the study.

Chapter XIV consists of the conclusions of the study--the guidelines for institutions considering the expansion to a four-year program.

CHAPTER II

RESEARCH METHODS AND PROCEDURES

Introduction

It became obvious during the formulation of the problem that the expansion of two-year colleges to four-year colleges was caused by a variety of factors and was accompanied by many problems. In order to determine the nature and extent of these factors and problems, a selected group of institutions which had recently completed this process was investigated.

The general design of the study incorporated elements of historical and descriptive research techniques. A case study form of presentation was used in the final report followed by a set of guidelines for consideration by institutions planning expansion to a four-year program.

Selection of the Sample

A sampling technique was employed to select colleges which were representative of those that had made the transition from a two-year to a four-year program. The first step in this process was the identification of all four-year colleges which had completed the transition from a two-year college during the five-year period prior to the initiation of the study, 1959-60 through 1963-64 academic years. Selection of the sample from this time interval was based upon the following assumptions: (1) The rapidly changing nature of higher education, including rising enrollments and increasing availability of federal funds, might affect the causes of expansion and problems encountered; (2) Colleges which had recently completed the transition would afford greater probability of having people available who were familiar with the backgrounds and details of the process. Forty institutions were identified as having completed this expansion process during this five-year period. The source for determining these institutions was the Education Directory, Part 3, Higher Education, published yearly by the U. S. Government Printing Office.

A second criterion for determining the sample was the identification of those colleges which were regionally accredited as two-year colleges and were, or were in the process of becoming, accredited as four-year colleges. It was assumed that colleges which had identified and satisfied the demands of accreditation would provide more complete data concerning the problems of the study. Furthermore, the accreditation process assured the existence of printed materials describing the stated nature, purpose, and function of the sample college. Twenty-one of the forty colleges met this requirement, being regionally accredited both before and after the transition.

Having identified all institutions which met time period and certification requirements, these twenty-one colleges were then classified according to the criteria of (1) geographic location, (2) nature of the supporting agency, (3) number of students enrolled, and (4) purpose of institution. A more detailed explanation of these criteria and the rationale for their inclusion is presented here.

Geographic location. Consideration was given to the national, regional, urban or rural setting in the geographic classification of the institutions. It was assumed that the wide range in geographical locations of the sample colleges contributed to greater representativeness of the sample.

Nature of the supporting agency. Each college was identified by the nature of its supporting agency as public, private, or religious group. Inclusion of colleges of these three types made possible a comparison of factors and problems of the transition in regard to the sponsoring agency and also a more characteristic and descriptive sample of the population.

Number of students enrolled. Enrollment of the several colleges in terms of full-time equivalents (FTEs) was determined. The FTE enrollments ranged from 390 to 8,297, and the colleges were classified as under 500, 500-999, 1000-1999, and 2000 and over. It was assumed that numbers of students enrolled had bearing upon the factors influencing the college to expand and the problems encountered.

Purpose of the college. Each college was classified by the purpose defined in its respective catalogues. An attempt was made to determine the percentage of students graduated in various disciplines or majors as further indication of the purpose of the institution. It was assumed that selecting institutions with varying purposes would be an important factor in providing a comparatively representative sample.

Geographically, these colleges were located in seven states and represented the following regions: Appalachian, Southeastern, Midwestern, Southwestern, Rocky Mountain, and Western. Three of the colleges were located in major metropolitan population centers of over one million inhabitants, four in moderately large centers of 150,000 or more, and three in small college towns representing a rural environment. Enrollment sizes ranged from 797 to 8,297 FTEs with the breakdown by classification as follows: two colleges, 500-999; four colleges, 1000-1999; and four colleges, 2000 and over. Utilizing the terminology of "Classification of Instititutions" in the 1965 Education Directory, Part 3, Higher Education, one college was classified as liberal arts, general, and terminal-occupational; three as liberal arts and general, and teacher preparatory; four as liberal arts and general, teacher preparatory, and terminal-occupational; and one was classified as liberal arts and general, with one or two professional schools. Two of the institutions were women's colleges; one college specialized in engineering, one was "multi-purpose," and six colleges were best described as liberal arts colleges with areas of specialization.

A more detailed explanation of specific reasons for including each of the colleges in the sample is presented here. It should be noted that in determining the sample, these specific reasons were secondary in importance to the general criterion discussed previously. Here then are ten institutions and some of the specific reasons for their inclusion in the sample.

Arlington State College. This College was included in the sample because it represented the very large, rapidly growing, state-supported junior college located in a major metropolitan center. It was believed that Arlington State College with its characteristics of size, rapid growth, state support, and location would provide especially pertinent data for the study, and prove a valuable case study for other institutions with similar characteristics which might consider an expansion.

Colorado Woman's College. A number of women's two-year colleges have recently expanded to four-year programs. Colorado Woman's College was considered representative of this type of institution. Other reasons which contributed to the inclusion of this College in the sample were its urban setting, expanding enrollments, curriculum innovations, limited resources, and rapidity of its transition.

Cumberland College. In the Southeastern section of the United States, a large number of religious-sponsored two-year colleges have been established over the years. Recently, many of these colleges were expanding to baccalaureate degree-granting institutions. Cumberland College was representative of this type of institution. Its location in a small rural setting in the Appalachian Mountains also contributed other interesting problems which were believed to lend themselves to the purposes of this study.

Fort Lewis College. Throughout the western part of the United States, many state-supported junior colleges are located in sparsely populated areas. Fort Lewis College, in Durango, Colorado, represented this type of institution and also added the interesting aspect of its purpose to become a state-supported liberal arts college with an experimental orientation. Its small size, limited physical facilities, and other resources were factors which made the College representative and thereby contributed to the purposes of this study.

Jacksonville University. It was believed that the privately supported junior college might have different reasons for expanding, and most likely would have experienced different problems than either the public or religious-sponsored college. Jacksonville University was representative of private junior colleges of this type in size and purpose. The College was also located in the State of Florida which was rapidly expanding its junior college program, creating added problems for the institution.

Little Rock University. Little Rock University was included in the sample because of its rapid growth, limited resources, and relatively short planning period. Also a privately supported College, it had a greatly different setting and history than that of Jacksonville University. Together these two Colleges were believed to complement each other and provide a representative sample of privately supported junior colleges which had expanded to four-year programs.

North Park College. A junior college with close ties to its religious sponsor was another classification of institution sought for the sample. North Park College, with its long history as the College of the Covenant Church, together with its recognized success as a two-year liberal arts and pre-professional junior college, made it representative of this type of institution. The College's location in Chicago, a major metropolitan center, also provided conditions and problems for the College which were pertinent to this study.

Southern Colorado State College. The state-supported junior college, with the traditional three-track curriculum-college parallel, vocational-technical, and adult education - was still another type of college desired for the sample. Southern Colorado State College, in Pueblo, Colorado, was exemplary of this type of junior college. An added advantage for the study in including this college was the long and hotly contested political controversy which had developed over the issue of whether or not it should be expanded.

Stephens College. Having gained a reputation of being one of the finest women's colleges in the nation, and meeting the other criteria of accreditation, size, purpose, etc., it was believed appropriate to include Stephens College in the sample. Stephens was representative of many of the women's colleges which had made the transition to a four-year program. It also was privately sponsored and located in a small midwestern college town. During the transition the enrollment was restricted and the transition process itself was gradual.

Weber State College. Factors which determined including Weber State College in the sample were geographic location in a far-western state served by the Northwest Association of Secondary and Higher Schools. It represented large junior colleges with strong emphasis on vocational programs. The extensive planning of the college prior to the expansion was an added factor of interest, as it was the result of a thirteen-year political battle to gain legislative permission to expand to a four-year college.

In Appendix I additional information pertaining to these ten institutions is presented.

Design for Collection of Data

The design of the study incorporates historical and descriptive research techniques. The design followed the accepted historical research procedures of systematic and objective location, evaluation, and synthesis of the available evidence in order to establish facts and draw conclusions concerning the problem of the study. To explain the inclusion of descriptive techniques, it should first be noted that historical, or ex post facto, research generally relies heavily upon printed materials as a major source of data. However, only a very limited amount of literature related to the problem of this study existed, and the data available were completely inadequate to cope with or contribute significantly to the solution of the problems of this study. It was therefore necessary to incorporate descriptive techniques of research, and in particular the interview, as means of securing the necessary data.

It should be noted here that the questionnaire was not seriously considered as a tool for the collection of data. This was a fortunate decision, as six of the ten college presidents made the unsolicited comment that they were pleased with the design of the study, and they would not have permitted their institution to participate in the study if a letter questionnaire had to be used.

The interview technique, which involves the collection of data through verbal interaction, is an established fact-finding device for collecting information.[7] There exist several well-established patterns of interviewing, but the one selected for this study was the "semi-structured" interview technique. This technique afforded the advantages of (1) structured questions to initiate comments by the interviewee, and (2) the freedom and flexibility needed to follow in depth where these questions led. This method was chosen in part because of the nature of the information desired, which often required asking the interviewee questions which might have future detrimental consequences to him and to his institution. Therefore, it was assumed that the structured, yet somewhat free and subtle type, of interview would provide greater opportunity than any other method for establishing rapport with the interviewee and for alleviating possible anxieties. Relieving apprehensions of the interviewee should result in greater reliability and validity of the data collected.

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[7] Clifford P. Froehlich and John G. Darling, Studying Students (Chicago: Science Research Associated, Inc., 1952), p. 176.

Several studies of the reliability of interviews have been reported. Anderson[8] reported a .85 level of consistency correlation when interview techniques were used. And the consistency between interviews for the same interviewer was .90. Vaughn and Reynolds[9] found similar but slightly lower correlations. These studies indicate the interview technique does not yield completely reliable data, and that the usefulness of the interview is dependent upon the individual situation, experience of the interviewer, and other resource materials available. But even with these limitations, the semi-structured interview has been proven an effective tool for the collection of data of the nature needed for this study by providing a " . . . desirable combination of objectivity and depth . . . permitting the gathering of valuable data that could not be successfully obtained by another approach."[10]

The pilot study. A pilot study was conducted at an institution which had recently completed the transition to a four-year program. The institution met all of the sampling criteria and was comparatively representative of the sample institutions. The purposes of the pilot study were (1) to develop, clarify, and make final the problem of the study, (2) to determine the availability of printed materials from college and community sources, and (3) to verify the effectiveness of the research design and (4) to provide experience in conducting semi-structured interviews.

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[8] "Guided Interview as an Evaluative," Journal of Educational Research, XLVIII (November, 1964), 203-209.

[9] "Reliability of Personal Interviews," Journal of Counseling Psychology, XVIII (August, 1954), 303-306.

[10] Walter R. Borg, Educational Research, An Introduction (New York: McKay Co., 1963), p. 233

Permission to conduct the visitation was obtained from the college president who also provided suggestions on best qualified interviewees. Several interviews were arranged and conducted. Several later visitations to the college permitted the revising and refining of the interview guide.

This pilot study proved of considerable value and a major contribution to the eventual success of the study, not only in fulfilling its original purposes, but also in providing added insights into the nature of the data-collecting task. The pilot study established that the problem was significant and feasible for investigation. Expansion and clarification of the problem was followed by its translation into detailed and specific objectives. Stated in question form, these specific objectives proved most valuable as the basis for developing the interview guide.

A search in the community and on the campus of the sample college for printed material describing the causes of the transition produced a very limited amount of appropriate information. This finding confirmed the original assumption of the absence of such printed data and served to justify the design of the study. However, the information that did exist was extremely valuable in construction of the interview guide. Institutional self-studies, newspaper articles, editorials, copies of speeches, etc., gave the investigator increased insight into the nature of the local circumstances and thereby improved the effectiveness of the interviews. Also, this information provided a reference for comparison to the data collected by interviews. As a result, a request for all available printed materials was made to each of the sample colleges in the study prior to the visitation. The information collected from these materials was then utilized in the construction of an individualized interview guide for each college. This procedure greatly improved the effectiveness--and presumably its validity and reliability--of the data gathering.

Although the investigator had both formal training and considerable experience in using semi-structured interview techniques prior to engaging in this project, the pilot study afforded valuable practice and orientation of the technique to the specific problems of this study. In particular, two of the common difficulties of the interview technique were experienced, and efforts were made to rectify them. First, there was the danger of allowing the interview to drift into a casual conversation of inappropriate reminiscence, and secondly, there was the possibility of permitting the interview to extend beyond desirable time limits. These, along with the many other factors which can reduce the effectiveness of the interview technique, were carefully guarded against.[11]

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[11] H. Levin, "Influences of Fullness of Interview on the Reliability, Discrimination, and Validity of Interview Judgments," Journal of Counseling Psychology, XVIII (August, 1954), 303-306; George J. Mouly, The Science of Educational Research (New York: American Book Company, 1963), pp. 263-278.

Thus, the pilot study proved valuable in prompting the formulation of specific and detailed objectives, best utilization of the available printed materials, and refinement of the interview technique. It thereby improved the effectiveness of the research design and eventual worth of the study.

Methods of Procedure

The first step in the procedure was securing permission of the ten sample colleges to be included in the study. As was mentioned previously, all ten college presidents responded favorably to this request. The pilot study, discussed in the preceding section of the Chapter, was the second step. Step three involved the securing of printed materials from the ten colleges. The fourth step consisted of the development of the interview guides. Arrangement of a schedule for the visitations constituted the fifth step. The development of this itinerary for the visitations proved a most trying and difficult task. Finding suitable dates when the several chief administrators and appropriate faculty were on campus involved considerable correspondence and frequent rearrangement of the travel itinerary.

Interview guide. It seems advisable to give a more detailed explanation of the procedure of developing the interview guide since it represents a significant instrument in the procedural methods of the study. When the materials arrived from a given college they were thoroughly read and gleaned for information about the causes of the expansion and the problems encountered. These findings were then utilized in the construction of a general interview guide for the college. The interview guide was in fact several guides, one for each of the anticipated interviews to be held. These guides posed specific questions and were constructed for the following people on each campus: president, academic dean, dean of students, chief financial officer, registrar, librarian, community lay person or board member, and several heads of departments, and/or faculty members. The people holding these positions were selected for the interviews on the assumption that their responsibilities of planning and decision making during the transition period caused them to be the most likely people to have knowledge of the factors influencing the expansion and the problems encountered. If the tenure of these people did not include service during this transition period, whereever possible, substitute interviewees were found. Seven to twelve interviews were planned for each campus with the variance in number accountable to the various arrangements for the division of responsibilities on each campus.

Gathering the data. Gathering the data was primarily accomplished by visiting each of the ten communities for several days and making one or more repeat visitations in three cases. In addition, visits were made to two regional accrediting agencies which represented nine of the ten colleges. All other regional accrediting agencies were contacted by mail.

Interviews were arranged with past and present members of the teaching and administrative staffs of the respective colleges and, in some cases, with board members or other lay persons who were active in the transition process. Important information was gleaned from official records and documents, community and college libraries, and newspaper files. Correspondence and visitations to state departments of education were another source of material assistance.

The interview. Upon arrival at each campus, and prior to conducting interviews, contact was made with the institution's president, or delegated person. Aside from diplomacy and protocol, a major value of this meeting was in confirming the appropriateness of the persons selected for interviews. Occasionally substitutions were advised, but in no way did these represent an attempt at concealment on the part of the college, as in all cases complete freedom of access was extended. Rather, these suggested substitutions reflected a conscientiousness on the part of the colleges to furnish requisite information. Another advantage of establishing this association was that of having the president's office arrange the time and place of the interviews. This procedure was useful in the development of rapport with the interviewee.

Each interviewee was informed that notes would be taken during the interview, but that comments made would not be attributed to individual persons in the final report. It should be noted that this procedure of not using direct quotes or attributing information to a given interviewee is responsible for the minimal number of footnotes in the text of this study. It should be further recognized by the reader that information not footnoted in the ten case studies came from data collected in the several interviews. The interview guide was explained briefly and the interview usually began with one of its questions. Duration of the interviews ranged from fifteen minutes to over three hours, the average length being about forty-five minutes. In part, this variation reflected the practice of generally spending more time with the presidents, deans, and faculty members than with the other interviewees. The minimum of two days on each campus and the several repeat visits assisted in eliminating omissions in the data. Correspondence was carried on with a number of the colleges after the visitation to secure specific data not available at the time, or for clarification.

Each institution was afforded the opportunity to review the draft of their case study prior to its inclusion in the final report. This procedure assisted in verifying the accuracy of the findings of the study.

Analysis of the data. The data collected on each college was presented in case study form, which are Chapters Three through Twelve inclusive. The organization of the case studies follows a general, but not identical, pattern. The aim in each case study was to identify the major factors which influenced the college to expand to a four-year program, to determine the major problems encountered, and to present them in the context of the local situation. These factors and problems common and unique to the colleges when classified as public, private, and religious-group sponsored are presented in Chapter Thirteen, together with the conclusions and recommendations of the study.

Summary

The design of this study utilized historical, institutional case study, and the semi-structured interview technique of research. The rationale for choosing this procedure was based upon the following assumptions: (1) The procedure provided the most effective means of collecting published and unpublished data pertinent to the study; (2) Collecting the data by this procedure facilitated the systematic presentation and eventual application of the findings; and (3) This procedure had proven to be a successful design in previous institutional research studies.

The pilot study proved a valuable factor in the procedure, both in developing the problem and in the refinement of the design. It also contributed significantly to the effectiveness of the interview method of data collection.

CHAPTER III

CUMBERLAND COLLEGE

Cumberland College was founded as Williamsburg Institute in 1889, by the Mount Zion Association of the United Baptists of Kentucky. The name of the institution was changed to Cumberland College in 1913. Upper-division offerings were discontinued this same year, and the institution assumed the status of a junior college. The General Association of Baptists in Kentucky, in 1957, voted to allow the College to expand again to a four-year program. In 1959 the third-year level of course offerings was resumed and the senior year begun in 1960. In the fall of 1960, the College enrolled 919 full-time students.[1]

Introduction

The early catalogues of the College reveal that from the beginning the purpose has been to provide for a "first class education at rates that were compatible with the means of the mountain people." Fulfilling this purpose has been a most trying and difficult task, but one toward which the College has never quit striving. A study conducted in 1961, by the Extension Division of the College of Agriculture of the University of Kentucky, indicates in the following statement the conditions in the area which Cumberland College serves.[2]

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[1] Cumberland College, Self-Study Report, a report submitted to the Southern Association of Colleges and Schools in support for request of accreditation, (Williamsburg, Kentucky: Cumberland College, 1963), Section I, p. 6.

[2] "Socio-Economic Study of Whitley County," a report prepared by the Extension division of the College of Agriculture, University of Kentucky, (Lexington, Kentucky: University of Kentucky, 1962), p. 27.

1. The area is a land of chronic poverty.

2. The per capita income of the area is approximately one-fourth of that of the average per capita income in the nation.

3. Forty per cent of the total population receives some sort of government subsidy.

4. The average educational level is the lowest of any area in the nation.

5. Ninety per cent of the housing is rated as substandard.

In addition to these trying problems the government services of the area have been restricted for years by a lack of revenue on which to operate efficiently, and as a consequence, the public schools have lagged far behind the national norms. In 1960, a study by the University of Kentucky sought to measure the achievement level of the public schools of one of the most populous mountain counties. It was found that the high school graduate in that county was three years and five months behind his average counterpart in the nation generally.[3]

The majority of students who attend Cumberland are from the mountains of Kentucky, although about a tenth of the students come from the mountain section of Northeastern Tennessee. Many of these mountain students are from homes of extremely limited income and, as a consequence, are deprived educationally, culturally, and socially. It was this challenge which caused the College to be founded in 1889, and it is the same challenge toward which the College is directed today.

As the College adds to its faculty and administrative staff, as new staff members become familiar with the program of the College to the point that they can be creative in helping the college meet the problems it faces by virtue of its purpose, as its financial resources increase, and as its image as a senior college comes into more definite focus in the area, it is anticipated that the influence of the College throughout the mountain section in which it is located will be more and more noticeable.

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[3] Cumberland College, Self-Study Report, op. cit., Section IV, p. F.

Setting

Cumberland College is located in Williamsburg, Kentucky, a small town of about four thousand people situated in the mountain country of the southeastern section of the State, near the Tennessee border, in an area noted for its scenic beauty. The campus includes about fifteen acres of land extending across the town between the business district and the residential area.[4] The campus is naturally divided into three sections, each located on a small hill. The fifteen physical structures which dot the campus follow a similar colonial style architecture. Large majestic oak and hickory trees add to the peaceful tranquility of the setting.

History of Cumberland College

In September, 1887, the Mt. Zion Association of the Baptist Church decided to found a college in Williamsburg, Kentucky. The College was granted a charter by the Commonwealth Legislature in 1888, and the College was opened in January, 1889. The first name of the

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[4] Industrial Resources, Williamsburg, Kentucky, a report prepared by the Williamsburg Chamber of Commerce and the Kentucky Department of Commerce (Frankfort, Kentucky: Department of Commerce, 1964), Appendix A

College was Williamsburg Institute, and it kept this name until 1913, when the geographically more representative name of Cumberland College was adopted.[5]

Originally, the Institute consisted of four departments: Primary, Intermediate, Normal and the College. As public education advanced in the immediate and surrounding area, the primary, intermediate and normal departments were discontinued. By 1913, the College was limited to a junior college level, at which status it operated until the beginning of the 1959-60 academic year, when the junior year was offered in preparation for expanding to a four-year program.

During this period from 1913 to 1960, the College offered the first two years of a liberal arts program, the first two years of teacher education, and pre-professional curricula in engineering, law, medicine, dentistry, optometry, and laboratory technology.[6] Enrollments during this period were relatively constant, and seldom exceeded two hundred and fifty. The tenure of the faculty was exceedingly long; one member who just recently retired had taught at the College for fifty-four years. The average tenure was over ten years, and because of the small enrollment, each teacher could expect to teach as many as 90 per cent, or more, of all the students.

These factors contributed to a closeness in the relationship between faculty, student and administration, but as the College grew in size and expanded to a four-year program problems developed. Informality and lack of stated policy had been the rule for many years, but increasing numbers of students and faculty placed the College beyond the size where this informal atmosphere could continue, and demands were made for formal procedures and statements of policy. This is but one of the many ways the College was to experience change during the transition to a four-year program.

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[5] *Cumberland College Catalogue*, (Williamsburg, Kentucky: Cumberland College, 1964), p. 3.

[6] *Cumberland College Self-Study Report*, *op. cit.*, p. 7.

Endowment. The history of endowment development of Cumberland College from the first $20,000 in 1891 to the $1,039,187 in 1964, unfolds the story of how the College has remained committed since its founding to the goal of providing the least expensive education possible for the mountain people of Kentucky. The profits from this endowment combined with periodic fund-raising campaigns, and an extensive student aid and scholarship program assisted in keeping the tuition costs extremely low and thereby affording the youth of this area a chance for a college education. The success of these efforts is exemplified in the present total student costs for one academic year which are $815, including tuition, fees, and room and board. Table II on page 30 shows the trend of tuition costs at Cumberland College.

A substantial part of this endowment was acquired prior to 1924, when the community was flourishing from the extensive coal mining in the area. This sum amounted to $467,117, and the profit from the endowment went far in assisting the general operation and development of the College.[7] In the next forty-year period the endowment was more than

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[7] Cumberland College, Self-Study Report, Ibid., Section II, p. 26.

TABLE II

CUMBERLAND COLLEGE TUITION AND FEES
1954-1964*

Year	Tuition	Activity Fees	Room & Board	Total
1963-64	$370	$85	$360	$815
1962-63	320	75	324	719
1961-62	300	65	324	689
1960-61	250	64	324	638
1959-60	210	50	324	584
1958-59	170	50	315	535
1957-58	150	50	306	506
1956-57	140	50	297	487
1955-56	130	50	288	468
1954-55	120	45	288	453
1953-54	100	45	279	424

*Data compiled from the Cumberland College Self-Study Report, a report submitted to the Southern Association of Colleges and Schools in support for request of accreditation, Cumberland College, Williamsburg, Kentucky, (1963), Section I, p. 6.

doubled, and every effort was made to increase this source of funds for the College.

The Decade of 1950-59. During the years 1950 to 1955, enrollment jumped from 250 to 525 full-time students and the number of faculty also had doubled. These increases in numbers made significant changes on the campus. The influx of new faculty, most of whom knew little of the history and traditions of the College, caused a disruption to the tranquility of the campus and function of the school. Faculty meetings, once a rarity, became commonplace. Discussions were long and heated and it became increasingly necessary to create formal statements of policy and procedure. One product of this period was a "faculty advisory system" which proved helpful in identifying students with academic deficiencies.[8]

These years also led to a change in the affiliation of the College with the Kentucky Baptist Association, now known as the Kentucky Baptist Convention in Kentucky. Historically, Cumberland College was founded and operated by the Mt. Zion Association of Baptists, which contains more than one-half the Baptist Churches in Whitley County and over 75 per cent of the Baptists in the county. These figures probably did not change greatly between 1887 and 1963.[9] In 1960, the charter was amended so that Cumberland College: ". . . became affiliated with the Kentucky Baptist Convention which in turn is affiliated with the Southern Baptist Convention."[10] The changing of Cumberland's charter to comply with the wishes of the Kentucky Baptist Convention assured continued support of the College. Transition to the four-year program brought increased annual support from the Convention. In fact, the Kentucky Baptist Convention support more than doubled over a period of seven years after the decision was made to move into the four-year program.

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[8] *Ibid*.

[9] *Ibid*.

Transition Period

The idea of Cumberland's becoming a four-year college was not new to the period of the 1950's. As early as 1922, C. W. Elsey, then President of the College said:

> It would be a splendid thing for the cause of Christian education in this commonwealth if we could, at an early date, add two years to our college course and thus become a four-year standard college. Until we do this, many of our graduates will never go beyond the work we give at present.[11]

The next President of the College, J. L. Creech, 1925 to 1947, also reported to the Trustees that there was discussion on the topic of making Cumberland a four-year college. But he reported that this change should not be made until such an expansion was needed in the area served by the College.[12]

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[10] *Ibid.*

[11] C. W. Elsey, "President's Report to the Board of Trustees" (Williamsburg, Kentucky: Cumberland College Minutes of the Board of Trustees, December 11, 1922). (An attached section to the book of minutes).

[12] Minutes of the Board of Trustees, Cumberland College, *Ibid.*, May, 1933.

In 1956, serious consideration was again given to the issue of expanding the College. After lengthy consideration of the advantages and disadvantages of the proposal for expansion, the Trustees decided in favor of the plan and submitted a proposal of expansion to the General Association of Baptists in Kentucky in November, 1957. The General Association gave approval to the proposal permitting the College to expand "if and when the trustees thought it wise to do so."[13] The Trustees voted to add the third year in 1959, and the fourth year in 1960, thus allowing for the first graduation to be in the Spring of 1961. The teacher training program of the College was granted accreditation by the Kentucky State Department of Education, and the College launched into an extensive self-study project to prepare for seeking full accreditation by the Southern Association of Colleges and Schools, which was gained in December, 1964.

Factors Influencing the Transition

There were a number of factors, both internal and external, which influenced the College to expand to a four-year program. But before presenting these factors, a brief discussion of the social and economic conditions of the area served by the College is necessary for the clearer understanding of their implications.

Harry M. Caudill in his recent book, Night Comes to the Cumberlands, concludes with a bleak picture of the circumstances of the mountain people of Eastern Kentucky and Northeastern Tennessee:

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[13] *Ibid.*, May, 1958.

> On the whole there is an infinity of desperately needed tasks . . . Exhaustion is apparent on every hand - exhaustion of soil, exhaustion of men, exhaustion of hopes. Weariness and lethargy, have settled closer everywhere. Nor has a single symptom of improvement manifested itself. The nation - engulfed in its money making and international politics - has paid no noticeable heed to its darkest area. The plateau, almost unnoticed, continues to lurch toward a day when perhaps 80 per cent of its inhabitants will be Welfare recipients - charges of the national purse.[14]

This description of the general area served by the College, plus the more specific description of Whitley County given in the Introduction to this Chapter, present a bleak picture indeed. The challenge presented to the College and other institutions of higher education in these mountains is tremendous. The Trustees of Cumberland College believed that in this area, which had possibly the lowest socio-economic level of any in the nation, the influence of a four-year college could help reduce the effects of decades of poverty, deprivation and lack of opportunity which have hindered the cultural, educational and spiritual development of the people.[15]

External Factors. Several external factors, other than the major one concerning the socio-economic conditions discussed above, were influential in the decision of the Trustees to expand the College. The first of these was a desire on the part of the Baptist Church members in Southeast Kentucky to have their own four-year college. They sought this goal not only for the purpose of helping to improve the general conditions of the area, but also because they wished a Baptist-oriented religious education for their children. It was reported that without this impetus from the Kentucky Baptist Association the expansion could not have been initiated at that time. Added incentive to this goal resulted from the expansion of Campbellsville College to a four-year program the year before. This College, also affiliated with the Kentucky Baptist Association, provided an example for the proponents of the expansion of Cumberland College.

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[14] *Cumberland College Self-Study Report*, *op. cit.*, Section I, p. 37.

[15] *Ibid.*, p. 38.

A second external factor which was a major influence upon the expansion of the College was the change in the Kentucky teacher certification laws to require the four-year degree for initial certification. Prior to this time, a teacher could be certified to teach in the public schools after having completed a two-year college program. As 90 per cent of the graduates of Cumberland College became teachers, it is obvious that for the College to continue to serve the area and fulfill its goals, expansion was imperative.

Internal factors. With these seemingly overwhelming pressures for expansion it was surprising that a few of the faculty members were opposed to the plan. Predominantly this minority of opposition was among the older faculty who were reportedly happy and content with the institution as a junior college. The majority of the faculty, however, were in favor of expansion and some believed the move should have been made much sooner. The Trustees were solidly in favor of expansion, idealistically to better serve the mountain people, and practically as a means of becoming more accessible to foundation and federal support.

Financially, as one interviewee reported, it was either "expand or perish." Enrollment, which had been relatively stable prior to the transition, jumped over 10 per cent each year after the announcement of expansion was made. It was generally believed that a reverse of this enrollment trend would have occurred had the plan to become a four-year college not materialized. Table III on page 37 shows enrollment figures the years 1954 through 1963.

In a real sense the College had no choice; if it was to continue to serve its purpose of providing education which met the need of these mountain people, expansion was imperative. Furthermore, there appeared little advantage in delaying the process and much to be gained in as rapid a transition as possible. The new alignment with the religious group sponsor of the College promised additional financial support. Once the four-year status was achieved, the College would be eligible for aid from foundation and federal sources not previously afforded the junior college. Thus the die had been cast for the expansion by pressures from outside, and it befell the College to effect the transition to a four-year program or perhaps perish.

Problems Encountered in the Transition

Cumberland College, lacking an extensive planning period for the transition, and suffering from both self-imposed and environmental problems of financial support, launched itself into a program of expansion. As would be expected under these circumstances, a variety of problems were experienced in nearly every phase of the College's function.

TABLE III

CUMBERLAND COLLEGE STUDENT ENROLLMENTS
1954-1964*

Year	Freshman	Sophomore	Junior	Senior	Total
1954	257	216	---	---	473
1958	424	300	---	---	724
1959	486	266	75	---	827
1960	403	285	146	85	919
1961	451	283	218	117	1069
1962	355	288	250	153	1046
1963	333	230	217	172	952

*Data compiled from the Cumberland College Self-Study Report, a report submitted to the Southern Association of Colleges and Schools in support for a request of accreditation, Cumberland College, Williamsburg, Kentucky, 1963, Section IV, p. 8.

Financial support. All interviewees reported that without question, financial support of the College was the greatest problem encountered during the expansion years. Over the ten year period, 1954-55 to 1963-64, increases in current fund expenditures were dramatic. Of special note were increases in the following areas, expressed here in the form of percentage increases: Administrative, up 300 per cent; plant operation up 300 per cent; auxiliary enterprises up 227 per cent; instruction up 620 per cent; and library expenditures up 760 per cent. During this same period enrollment increased approximately 400 per cent.[16] When normal inflationary increases for this period are considered, it can be seen that the areas of instruction and library experienced phenomenal increases in cost. For additional information on expenditures see Table IV, page 39.

Meeting these increases in cost was a major task for the administrative personnel of the College, and much credit must be given to them and the Trustees for their ability to operate without a deficit during this period. In addition to the great increases in current expenditures the College's total assets were tripled during this period. Of this 200 per cent increase and indebtedness, only 20 per cent remained by 1964.

The acquiring of the services of a professional fund raising firm in 1964 would, it was believed, be of assistance in reducing the number of problems in this area of financial support, and improve the effectiveness of the College's fund raising program. The College joined together

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[16] *Cumberland College Self-Study Report*, *op*. *cit*., Table E, p. 52.

TABLE IV

CUMBERLAND COLLEGE
CURRENT FUND EXPENDITURES 1955-1963

Item	1955	1957	1959	1961	1963
Administrative & General Expenses	32,139	35,678	50,677	52,791	95,148
Instruction	78,542	88,315	161,187	309,306	433,746
Library	5,656	5,880	14,693	24,679	45,631
Student Aid	5,809	4,921	6,917	5,388	5,930
Plant Operations & Maintenance	24,624	42,963	45,514	75,517	83,628
Total Educational & General	146,770	177,757	278,988	467,681	664,083
Auxiliary Enterprises					
Boarding Halls & Cafeteria	69,464	82,129	104,184	121,603	142,500
Inter-Collegiate Athletics	8,777	9,066	10,207	22,463	29,345
Total Auxiliary Enterprises	78,241	91,195	114,391	144,066	171,845
Current Fund Expenditures for Plant & Equipment	5,698	11,481	66,856	30,378	32,863
Total Current Fund Expenditures	$230,709	$280,433	$460,235	$642,125	$868,791

with the Kentucky Baptist Convention in this endeavor which was directed toward improving the financial support of all Baptist education in the State of Kentucky. Specifically, this fund raising firm planned to help the College develop; new promotional material for public distribution, an alumni solicitation program, procedures for accepting bequests, wills, etc., and also establish a development office and train the director. At the time of this visiting it was too early to determine the effectiveness of this new fund raising venture as it was just beginning.

In summary, the problems of financial support of the College were difficult, both prior to and during the transition. They were for the most part solved through modest increases in tuition, significant increases in enrollment, continued development of the endowment and gift programs, and a new alignment with the religious group sponsor which broadened and increased support for the College.

Organization and administration. The problems experienced in the area of organization and administration were relatively minor. Several changes in administrative structure and creation of new positions were made, which were reported as being necessary to meet the administrative demands resulting from increased enrollment.

Changes in process, or in effect, were as follows:

1. The delegation of greater budgetary responsibility to the department heads was incorporated with the development of a central purchasing agency.

2. The additional delegation of authority and responsibility was given department heads and other supervisory positions as the

transition progressed, and as the new program stabilized.

3. As part of the professional fund raising firm's service, a director was trained for the newly created Development Office.

4. A full-time person was appointed to the Public Relations Office to be responsible for coordinating the student aid and loan program.

5. Plans were also being made for the development of a Placement Bureau, which had previously been handled by a member of the Education Department.

These changes in organization and administration were not great, and represented adjustments to increased enrollment and new responsibilities of the four-year program.

Curriculum and instruction. The purpose of Cumberland College to serve the mountain people of Kentucky intensified the problems experienced in altering the curriculum and in the making of the instructional program effective. The deprivation of many of the students in the cultural and educational realms was especially evident in the areas of vocabulary and reading skills. Some of the students had not heard the English language spoken well by their parents or by their associates and, as a consequence, had not developed a sensitivity to correct oral and/or written expression. It was difficult to bring about alterations of usage in communication which since birth had become deeply ingrained in the subconscious minds of the students. Therefore, the college was faced with the continuing problem of correcting the faulty language usage and the deficient vocabularies of some students.

The unavailability of money for special programs to help students overcome their lack of communicative skills was a handicap to the College in reaching its educational objectives. The results of the Graduate Record Examination showed that while some graduates ranked very high on the National Scale in both verbal and mathematical reasoning aptitude, and others ranked comparatively high in either verbal or mathematical reasoning aptitude, many were low in both areas. An overall campus-wide program had not been developed, but, effective as of the entering class of 1962, the College began to require of all prospective elementary teachers a course entitled "Modern Concepts of Fundamentals of Mathematics,"[17] which is anticipated to improve the knowledge of students in the mathematical area. Another innovation designed to improve the verbal abilities of the students incorporated a reading program in the freshman course "History of Civilization." This program centered around: Utilization of literature beyond the normal textbook, discussion groups, and the attempt to develop comprehensive reading and vocabulary skills. Also beginning in 1962, the College made available each semester a one-hour course in reading improvement.

Parenthetically, it might be mentioned that Cumberland graduates under the senior college program experienced no difficulty in gaining admission to graduate and professional schools, even before the college gained regional accreditation. They likewise experienced no difficulty in obtaining teaching certificates in other states than Kentucky.

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[17] Cumberland College, Self-Study Report, Ibid., Section IV, p. 34.

Several of its graduates have received assistantships, fellowships, or scholarships to graduate schools. Cumberland College four-year graduates have experienced no problems in meeting requirements for degrees in graduate school.

The transition to a four-year college placed a much heavier work load on all of the faculty. In addition to working on development of the new curriculum, there were added responsibilities in connection with the self-study for accreditation. Also, many of the faculty were involved with the preparation for new courses they would teach. This latter activity was reported as being a major problem for some of the faculty. When possible the Dean of Faculty and department heads attempted to ease the Junior College faculty through this period of difficulty in preparing for new courses. However, with limited staff and increasing enrollments it was not always possible to permit them to teach their previous course load schedules.

In several departments, a modification of traditional methodology was introduced. These modifications utilized large lecture sections followed by small discussion seminars. This program proved successful to the students and most of the faculty involved. However, a few faculty members disapproved of the procedure.

Throughout the planning of the new curriculum, a concerted effort was made to avoid proliferation of courses. The effectiveness of this new curriculum was evidenced in the limited number of modifications instituted after its adoption. The nature of these modifications were part of a remedial program to strengthen the academic backgrounds of the students.

The problems experienced in curriculum and instruction in the transition were made more acute by the continually prevailing critical economic conditions in the mountains which has hindered the cultural, educational and social development of many of the students. The scarcity of money for special programs prevented the implementation of a comprehensive plan for the correction of student deficiencies. Some programs, however, were put into effect in certain academic areas and more were planned as funds became available.

Library. The lack of adequate financial support was, as in most areas of operation of the College, cited as the major problem of the library. The construction of a new library facility in 1960 was a great asset to the instructional program and was designed to serve the College in future years of growth. This new facility contained the latest type of library equipment, including microcards, microfilms, a language laboratory, and music listening rooms. The major problem in library services to the College was the limited quantity of the collection, especially in back issues of periodicals. A minor problem was the limited materials and equipment of the curriculum laboratory which has importance in view of the high percentage of students enrolled in teacher education.

To overcome these deficiencies the library budget was increased over 300 per cent from the time the decision was made to expand, and two years after the graduation of the first senior class, 1958-1963. This represented an increase in per cent of the total expenditures for current operational costs of 5 per cent to 7 per cent in this same five year period.[18] This additional library allocation has permitted an increase of over 5000 volumes each year. The administration is committed to add at least this number of volumes per year through the fiscal year 1967-68.

A questionnaire to determine the faculty evaluation of the library was distributed to the departments of the College by the self-study committee for library services. The finding of this study revealed nearly all departments were satisfied with the function of the library in regard to service, assistance, and general administration. Only two problems were cited, the aforementioned limited number of volumes and back dated copies of periodicals.

Faculty. The greatest difficulty experienced during the transition in regard to the instructional staff was the acquiring of experienced, well trained faculty. Again, limited resources handicapped the ability of the College to offer salaries and fringe benefits sufficiently large enough to attract all of the talented teachers needed. However, if extent and type of training can be determined by the number of degrees and reputation of the graduate school awarding these degrees, then Cumberland College had acquired a distinguished faculty in spite of limited resources.

Over 30 per cent of the faculty held the earned doctorate at the time of the first senior class graduation. The institutions represented by these degrees included those of the highest reputation in the country. Several other faculty were near completion of their terminal degrees. The College's adoption of a policy by which promising young staff members were given leave with pay while continuing graduate study helped strengthen the academic program. After a leave, under these conditions, the staff member was forgiven a fixed and agreed upon part of the total pay advanced each year he taught on the Cumberland staff.

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[18] *Cumberland College*, *Self-Study Report*, *Ibid*., Section V, p. 12.

At the time of the transition several problems existed regarding faculty which were subsequently rectified. The first was the lack of a formal statement or policy of rank and tenure. As in many junior colleges of a small size, this procedure had been handled on a personal basis between each individual instructor and the President. As the faculty grew in numbers and the expansion to a four-year program was made, matters of rank and tenure became difficult to deal with under the old informal policy, and it was necessary to establish a formal policy.

Also absent from the College at this time was the normally found Faculty Handbook and its description of administrative policy and faculty responsibility. It was reported that had these two documents, a policy on rank and tenure, and a faculty handbook, been in existence at the time of transition, fewer problems would have arisen in these areas. The difficulties that did arise were most often the result of a lack of information. This factor occasionally lengthened the time of faculty and committee meetings. No serious problems resulted from this lack of information and confusion, but it would have made a more efficient transition had these policies been in printed form and available to the faculty.

Several problems developed in faculty-administrative personnel relations during the transition. The desire of the college to acquire more faculty with the earned doctorate resulted in several appointments of young men to positions of high rank. As they assumed responsibility as department heads, these appointments in one or two instances were resented by former department heads who had served in this capacity during the time the institution was a junior college. These problems were not of major consequence to the expansion of the college since a great deal of forbearance and tact was exercised in keeping all departments working smoothly.

In summary, the greatest difficulty encountered in regard to the instructional staff was the acquisition of experienced and well-trained faculty. In spite of limited financial resources the College acquired a seemingly well qualified faculty, over 30 per cent of which held the earned doctorate.

Student personnel services. The impact of the transition period upon the College's student personnel services program was extensive. Throughout the history of the College many of the elements of the program were, of course, in existence. However, the extension of the responsibility for students for two additional years, coupled with the added services provided by a four-year institution, both occurring simultaneously with the rapid growth of enrollments, resulted in many problems for the College.

Several interviewees in appropriate positions to know the facts, reported that the College was not prepared in the student personnel services area to make the transition to a four-year college. Inadequate numbers of staff, lack of physical facilities, and certain non-existent functions needed in the program were cited as causes for the belief that the program was not prepared for the transition.

Two factors, that of additional personnel and facilities, helped to reduce many of these problems. The appointment of a Director of Counseling soon after the expansion greatly assisted the program in testing, orientation, counseling and follow-up. The anticipated creation of a Placement Office was another step toward rectifying problems in this area. Improvement to the health services function also helped. But, reportedly, the most beneficial of all was the construction of new men's residence halls which greatly improved their living conditions on campus and removed the necessity of housing students off-campus in the town. Additional housing and a new student union facility were other additions anticipated in the future which would assist greatly the total student personnel function.

As the college moved into the four-year program, putting in first the third year and then the senior year of college work, a situation developed in which there was some scarcity of mature student leadership in relation to the total number of men living in the dormitory. As a junior college, while the college had a varied program of extra-curricular activities in which the students participated, the school did not have a program in which students exercised authority in disciplining their peers. The responsibility for discipline in the men's residence hall, only one existed at that time, rested solely on the Head Resident, who held the title of Dean of Men, and whatever faculty men lived in the dormitory. Supervising all of the men in the then existing dormitory proved to be an onerus task for the Dean of Men and his faculty assistants.

Some of the students came from homes in which somewhat rigid discipline was exercised by the parent or parents. Bringing these students into an atmosphere in which control was exercised by rational processes required a transition in attitudes on the part of these particular students.

It was believed that additions to the staff, improved facilities and time in function as a four-year institution would help to overcome most of the problems and improve the total student personnel function of the College.

Summary: Cumberland College

Against almost insurmountable obstacles of poverty, cultural deprivation and apathy in the geographic area in which the college is located Cumberland has from its founding struggled to provide education for the mountain people of Southeastern Kentucky. Like other institutions of higher education in this section of Applachian Mountains, the College has been an oasis in an arid land to the people it serves. The conviction to provide education commensurate with the abilities and needs of these people has been constant throughout the College's history. The transition of Cumberland to a four-year college was but another example of this conviction.

The philanthropy of several local families, who had gained their wealth from the coal mining industry of the area during the first quarter of this Century, sustained the College in its early years. As the demand for this natural resource subsided, so did the financial support for the College from these sources. In subsequent decades, the area served by the College became one of the most poverty stricken in our Nation. State and federal efforts through welfare programs have provided minimum subsistance for many deprived families in the area. Recent state and federal aid to the elementary and secondary schools have aided in the raising of the educational level and quality of the schools, yet there has been little change in the overall financial condition of the area. The decision to expand the College to a four-year program was made in the face of this bleak economic outlook.

Three major factors were influential in this decision to expand Cumberland College. First, the Baptist people of this area had long dreamed of eventually having their own four-year College. A new alignment with the Southern Baptist Association gave promise of making this dream a reality. Secondly, a change in the State laws for teacher certification requiring the bachelor degree was a significant influence, in that nearly 90 per cent of the College's graduates became teachers. Thirdly, the purpose of the College to provide the higher education needed by the people of this area was interpreted by the trustees, administration, faculty and friends of the College as now being that of a four-year program.

The problems of transition were aggravated by the short planning period, the absence of facilities needed in the four-year program, some of which were being completed and some of which were only in the planning stage could be added only as money became available and the difficulty of providing within this setting a means of helping many of its students overcome a cultural and educational deficiency imposed by the deprivation of a past environment.

The major problem of the College during the transition years was lack of adequate financial support. A lack of endowment, the general poverty of the area which reduced the potential for gifts to the College, a desire to keep tuition commensurate with the students' ability to pay, and no centralized fund raising office, all contributed to the causes of this problem. By increasing tuition and doubling enrollment, continued development of the endowment program, and new arrangements with the Kentucky Baptist Convention, the College was able to reduce the severity of these financial problems. Several changes in the organizational pattern of the administration of the College were necessary to adjust to problems created by increased enrollments and new responsibilities of the four-year programs.

Problems experienced in the area of curriculum and instruction centered around the educational and cultural deprivation of some of the students and the lack of funds needed to help overcome these difficulties. Several minor problems developed between the new and old faculty over the introduction of new methods. Closely aligned with the problems of curriculum and instruction were the limitations of the library resources of the College. A new facility opened the same year the first four-year class was graduated did much to improve the library contribution to the educational program. Still, the lack of volumes and periodicals limited the service of the library and was a problem which was being solved by the increasing library appropriations.

Acquisition of the desired numbers of experienced, trained, and talented tachers remained a problem throughout the transition and afterwards. It was hoped that increases in salary and fringe benefits would help overcome this problem.

Many problems were experienced in the area of student personnel services, which included: Inadequate numbers of staff, limited facilities, disciplining problems in the men's dormitory resulting from a lack of student responsibility. This was brought about by the absence of a previously developed form of student government. Increased numbers of professional staff and improved facilities were helping to overcome these problems, but it was the opinion of some interviewees that the background of some of the students would constitute a problem that would be continuing.

CHAPTER IV

JACKSONVILLE UNIVERSITY

Jacksonville University is a private, non-denominational, co-educational liberal arts university. The Junior College was established in 1934 and operated until 1944 as an evening school only. In 1956 the decision to expand to a four-year program was announced, and in 1959, the first senior class was graduated. At the time of the transition 97 per cent of the 1,388 full-time students came from the Jacksonville, Florida area.

Introduction

Jacksonville University emerged during a short twenty-five year history as an example of a community's desire and ability to build its own private institution of higher learning. This close relationship followed not only the normal pattern of gifts and support from local citizens, but also involved the procedure whereby an annual appropriation from public tax funds was given to the College for a period of eighteen years.

The Board of Trustees announced their decision in 1956 to expand the Junior College to a four-year institution, and in less than three years the first senior class was graduated. While the Trustees and administrative staff were aware of the many limitations of the Junior College in regard to its readiness to undergo such a major transformation, the rapidity of the transition time-table did not permit the solution of many of these problems. However, with strong community support, a benevolent Board of Trustees, and able institutional leadership, the transition was effected and accreditation gained for the new programs.

Setting

Jacksonville University is located in Arlington, Florida, a suburb of Jacksonville. The 200-acre campus overlooks the St. John's River and the modern architecture of the buildings is blended harmoniously with the natural beauty of the area. Jacksonville has experienced tremendous industrial and economic growth in the last several decades and has become the business, transportation, and cultural center for northern Florida and southern Georgia. The population of the metropolitan area is over 400,000 and continues to grow each year.

History of Jacksonville University

Jacksonville Junior College was founded in April, 1934, in the midst of the depression. Although the dream was to have the College be a four-year institution, the economic conditions of the times predicated that it begin as a two-year college. For a decade the College had no full-time faculty, relying entirely upon local high school teachers to provide instruction for the program which was offered in the evening. In these early years the College occupied four different locations in downtown Jacksonville. The Jacksonville Public Library, at that time the largest in the state, served as the sole source of educational materials.[1]

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[1] Ralph D. Bald, Jr., A History of Jacksonville University, the First Twenty-Five Years, 1934-1959 (Jacksonville, Florida: Jacksonville University, 1959), pp. 3-8.

The depression years were lean for the young College, and survival was often precarious for lack of funds and students. Degrees, as such, were not offered until 1951 but a form of certificate was awarded prior to this time after completion of sixty hours of credit. The College continued to struggle until 1944, when it acquired both a mansion to serve as its home, and its first full-time president, Dr. Garth H. Akridge. The first day classes were also begun during this fateful year, encouraged by the state legislature's authorization of the city of Jacksonville to appropriate $10,000 a year to the College. For eighteen years, the private institution received these municipal funds which eventually rose to a yearly contribution of $100,000.[2]

This year of 1944 was also significant from the standpoint of increases in faculty and student enrollments. Sixty-five day students and 205 evening students registered that year as compared with 78 the year before. For the first time in its history, the College was able to afford six full-time faculty. In part, the acquisition of full-time faculty reflected an increase in the City's annual subsidy, and the increased tuition funds.[3]

The two major developments of these first years of the College, the increase in enrollment and the increases in financial support, combined to urge the College to seek a permanent campus. Strong community support was developing for the College, as the citizens of Jacksonville came to realize they were the largest metropolitan center in the United States without a four-year college. After an investigation of over forty locations, in 1947 the Trustees voted to purchase a 137-acre tract of land on the east bank of the St. John's River, in a suburb of Jacksonville called Arlington. The site chosen was of striking natural beauty, and the subsequent development of the campus has made it an extremely attractive site for the school.

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[2] University Accreditation Study, Jacksonville University, (A report prepared submitted to the Southern Association of Colleges and Schools, in support for request of accreditation, Jacksonville University, Jacksonville, Florida, 1961), p. 2.

[3] Bald, op. cit., p. 20.

In 1950, when the College was moved to the Arlington campus, an enrollment decline of twenty-five per cent was experienced. This decline was attributed to three factors; the remoteness of the campus, the Korean War, and the Junior College's lack of accreditation. The latter factor was overcome in December of 1950, when the College received approval from the Southern Association.

During the next six years, under the leadership of President Paul Johnson, the College's financial structure became secure. Beginning in 1945 the city of Jacksonville began assisting the College with yearly appropriations of $10,000, a sum that was increased to $25,000 in 1948. In 1951 efforts were begun to secure a similar appropriation from Duval County, and eventually in 1955 the necessary legislation was approved to permit the county to appropriate $25,000 per year for the College.[5]

Considering the favorable financial condition of the College during this period, and the advancements made in the development of the campus, physical plant, and curriculum, it seems most unfortunate that the library resources of the College were so slighted. It takes time and money and adequate staff to develop a library, all of which the College had available during this period. But neglect in this area of development of the College proved a serious handicap when eventually the transition to a four-year institution was made.

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[5] Bald, op. cit., pp. 42-44.

Still another regrettable aspect of this period was the extremely high rate of faculty turnover--a condition which plagued the College throughout its entire history until recent years. "Low salaries, an unsuitable tenure arrangement, lack of a retirement plan, and lack of rapport between faculty and administration," were cited as the causes of this problem during the years prior to 1956.[6]

Transition Period

These problems of library and faculty, which were in part a consequence of the major problem of financial support, had precluded the serious consideration for expansion to a four-year program. But, there had been hope from the time of the founding of the College that eventually this dream would become a reality. In 1941, the Trustees announced the ultimate objective of the junior college to become a four-year institution. Again in 1944, this desire was reiterated. In 1947, President Akridge secured copies of the charters of several colleges for use as guides to revise the school's charter to permit expansion. The purchase of the Arlington campus and the long-range plan for development of the property had always in view the eventual four-year college.[7]

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[6] University Accreditation Study, *op. cit.*, p. 6.

A report prepared in 1954 by President Paul Johnson, recommended the following criteria as essential before the transition could transpire: Enrollment must assure a junior class of 250 students; and assure income from independent sources, equal to tuition. It was decided it would be at least five years before these criteria could be met by the College.[8]

President Paul Johnson, was of the opinion that this transition should not be made until the College had, or was near to meeting, the requirements for accreditation as a four-year college. The Board of Trustees, however, were not as concerned with this aspect of the transition, and wished to forge ahead toward the four-year status, willing to let accreditation come in due time. The new President, Franklyn Johnson, no relation to the previous President, held a conviction similar to that of the Trustees. Thus, three months after his appointment, the name of the College was changed to Jacksonville University, and plans were made to begin the junior year of the expansion in the Fall of 1957. This plan was partially motivated by the desire to graduate the first senior class in June, 1959, which would coincide with the University's Silver Anniversary. The announcement of this intention to expand the College was met with great favor by the citizens of Jacksonville.

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[7] Bald, op. cit., pp. 53-55.

[8] Bald, Ibid., p. 56.

The following three years, from 1956 through 1959, were marked by many changes within the institution. The administrative structure of the University was substantially reorganized to include the creation of several new positions and replacement of the academic dean who resigned. These new positions included an assistant to the president, a dean of the junior college, a full-time business manager, full-time registrar and the University's first chaplain. This greatly strengthened administrative team proved an important asset in dealing with the added responsibilities of the forthcoming expansion.

Factors Influencing the Transition

The Board of Trustees was the most influential factor in causing Jacksonville University to become a four-year institution. Although the composition of the Board had completely changed from that which originally founded the Junior College, the goal of eventually having the institution expand to a four-year program had remained ever present. This self-perpetuating board, in typical fashion of the boards of other small private colleges, had drawn its membership from the ranks of local civic, professional, and business leaders. In part, this procedure was responsible for the strong community support which had been given the College throughout its history, a support which was to prove influential in the expansion of the College.

A more important reason for this active and sustained community support during the period just prior to the expansion was the careful planning and hard work of President Franklyn Johnson. In his personal contacts and in numerous public appearances he spoke with a missionary zeal for the needs of the University and its potential contribution to the community. The major points emphasized by President Johnson, as reported by several interviewees, were as follows: (1) The four-year institution would be an inducement to new industry; (2) The University would bring over 2 million dollars a year into the community; (3) It would provide a quality institution of higher education for the area; and (4) The University would make a major contribution to the community's cultural life.

The President was not alone in striving to relate the community to the University; administrators, faculty, trustees, alumni, and students were also involved. Together, they employed every available medium of communication: ". . . the press, television, radio, speaking engagements, and day-to-day contacts with individual members of the community."[9]

A factor which contributed to the success of the development of community interest in and support for the University was the fact that Jacksonville, Florida, with a metropolitan population of nearly 400,000, was the largest city in the nation without a four-year institution of higher education. Still another reason for this community support was the finding of a study by the Jacksonville Chamber of Commerce, which revealed that one of industry's first questions in considering locating in a new community revolves around the adequacy of the area's cultural and educational facilities.

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[9] Bald, Ibid., p. 78.

One obvious reason for this community support of the proposal for expansion of the Junior College was, of course, the need for higher education in the area. Many parents were aware of the savings which would result from their children's being able to attend all four years of college while living at home. The impact of this factor was especially important as 97 per cent of the student body came from the Jacksonville area.

Thus, for these reasons of community status, economic betterment, and educational need, the community of Jacksonville supported the expansion of the Junior College and was therefore an extremely influential factor in the transition to a four-year program. Such a strong community support for a privately sponsored junior college represented a unique situation. Eight years later this support, at least in the direct financial sense, was withdrawn when the state-supported junior college system was expanded to include the Jacksonville area.

The faculty gave neither strong support nor opposition to the issue of expansion. This apathy was attributed to the high turnover of staff during this period. In fact, only four faculty who were present at the time of the decision to expand, were still with the University when the transition was completed. The most influential factors causing the expansion were therefore, the Board of Trustees desire for a four-year institution, and the community support of the venture.

Problems Encountered in the Transition

The decision by the Board of Trustees, in 1956, to push forward with all possible speed toward expansion of the institution, resulted in the transition period being plagued with a multitude of problems. While this decision was not a spur of the moment action, as throughout the history of the Junior College such a goal had been constantly present, it did however occur prematurely in regard to the readiness of several phases of the College's function. But, to the credit of all affiliated with the transition of Jacksonville University, especially to the several Board members who made large donations for particularly urgent needs, and to the administrative skill and drive of the President, Franklyn Johnson, the expansion was accomplished and eventually the new programs were accredited.

Financial support. The financial support of the proposed expansion seemed an almost insuperable obstacle. The woefully small endowment was considered inadequate to assist in meeting the demands of the expansion proposal and in providing a sound base for future development. Also, the Southern Association of Colleges and Secondary Schools had set certain definite standards regarding financial support, which included endowment. This standard, when interpreted to the Jacksonville University situation of a projected enrollment of 1,600 full-time equivalent enrollment by 1961, required an assured annual income (over and above tuition) of $92,000. Of this amount, $12,000 would have to be earned from an endowment of not less than $300,000, and there would have to be a fixed and stable income large enough to provide the remaining $80,000.[10]

This presented the greatest challenge the institution had ever faced. It should be noted that the financial support needed was tied directly to the projected enrollment of 1,600 (FTEs) by 1961. Should this estimate prove conservative, as well it could, then the institution would be required to revise this sum upward. Not only was the financial support computed on this basis of enrollment, but also the library space, number of books and the student-faculty ratio.

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[10] Bald, *Ibid*., p. 83-84.

The Junior College found itself unprepared to meet this challenge, and several important additions had to be made to the fund raising functions of the institution. First, a planning and coordinating body for long-range fund-raising was formed. Secondly, in order to meet the increasing reponsibility of this fund raising activity, a new post of director of development was created. By 1960 these innovations had proven their effectiveness, as the endowment goal of $300,000 was achieved, and an additional $700,000 has been raised for other needs of the expansion period.

Another major source of income for the Junior College had been the yearly contributions from the City of Jacksonville, and Duval County. For eighteen years the private Junior College had received these funds from local tax sources, which had begun in 1944 with a $10,000 gift from the City, and eventually reached a combined city and county contribution of $200,000 to the yearly budget. However, in 1962, the City discontinued this annual gift as plans were being made to establish a state-supported community junior college in the area. The County continued its $100,000 per year subsidy, but it was anticipated that this source of funds would also cease in the near future. A consequence of the suspension of this substantial source of income was the necessity of making a 50 per cent increase in tuition. This raise, in turn, resulted in a drop in enrollment and a consequent reduction in the total income of the University. To compensate for this loss of income, budget appropriations were trimmed in all areas except faculty salaries. This was one of the few problems not anticipated by the institution in planning for the transition, and had it happened several years sooner during the actual expansion years it would have been most disastrous.

Physical plant. Development of the physical plant toward the goal of a four-year campus began in 1947 when the Arlington site was purchased. The campus plan called for the development of the site to serve an eventual enrollment of 3,000 students. The one permanent and six temporary buildings which were ready for occupancy when the College moved to the campus in 1950, had a total construction cost of $268,500. Subsequent additions have brought the value of the physical plant, excluding the property, to over 6 million dollars.

Impressive as this building campaign was, it nonetheless failed to meet the needs of the institution at the time of the transition. Most notable of these inadequacies was the lack of a facility for the College of Music. The need for this structure arose as a result of the merger of Jacksonville College of Music with the University in 1959. The merger, which grew out of a long history of cooperative arrangements between the two institutions and proved of great benefit to both the College and the University, did create a problem of inadequate housing for the music program. This problem was solved after the construction of the Phillips Fine Arts Building in 1962, two years after the transition.

Another problem of the physical plant was the total absence of dormitory facilities. Lack of dormitories greatly limited the area from which students could be recruited, and according to the interviewees reduced student activities and the potential education impact of the total program. In 1962, the first dormitory was constructed, and in 1964 another was begun. Concurrent with these facilities was the increased effort to attract students from other than the Jacksonville area which had supplied over 90 per cent of the enrollments.

In general, facilities of the institution were quite good, but the lack of a music building and dormitory space for three years after the transition were problems which detracted from the institutions ability to offer the program it wished and needed to provide.

Library. Another major problem for the institution during the transition years was the library. Development of a good library takes a great deal of money, a qualified staff, and considerable time. These factors had not been adequately utilized in the development of the Junior College library prior to the transition. In fact, during the period 1951-1956, the school actually lost ground in the important matter of adding to its library holdings. "This fact is particularly regrettable in light of the fact that during much of this period the College had a substantial surplus in its operating fund."[11] A new library building in 1954 provided an adequate facility, but the holdings in 1956 totaled only 12,000 volumes. Nothing short of a crash program could rectify this situation. Substantial increases in library appropriations, a special fund raising campaign, and a new library director helped to overcome this problem during the transition years and afterward; as exemplified in these figures of total library holdings: 1956, 12,000; 1960, 23,000; 1961, 46,000; and 1964, 60,000.

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[11] Bald, Ibid., p. 42.

Faculty. Of equal importance and perhaps even greater difficulty to solve were the problems associated with the faculty. In 1956, the year prior to the expansion, the student-faculty ratio was 28:1, only 6 per cent of the faculty held the terminal degree, and the college experienced a rapid turnover of teaching personnel. Several factors were cited as having contributed to these faculty related problems. Low salaries, lack of substantial fringe benefits, and poor rapport between faculty and administration were reported as the major factors causing these problems. To help overcome these problems the following steps were taken in 1957: (1) Faculty-Administrative Council formed to improve communications and faculty participation in University affairs; (2) Tenure rules adopted; (3) A.A.U.P. 1940 Statement of Principles of Academic Freedom and Tenure adopted; (4) I.I.A.A. retirement plan instituted; (5) Significant increases made in the salary schedule; (6) Faculty members' children and spouses given free tuition; (7) System of leave with pay established (1958); and (8) Acknowledgement of outstanding teaching recognized through the "Distinguished University Professorship Award." As a consequence of these innovations and the impending accreditation, most of these problems in the area of faculty were resolved.

By 1960, the nature of the faculty and its related problems had changed greatly. The student-faculty ratio had been reduced to 14:1. Percentage of faculty holding the earned doctorate had risen from 6 per cent to 42 per cent. A substantial number of the faculty were engaged in research, publishing, and professional activities. And the rapid turnover of the faculty had been reduced to a minimum. Again, much credit must be given to President Franklyn Johnson for his efforts for these improvements of working conditions of the faculty, recruitment, and the consequent elimination of the problems in this area of the University's function.

Student personnel services. The lack of student housing facilities reduced the number of problems in the area of student personnel services, but limited the potential of the program for reasons mentioned above. The first dormitory opened in 1962, three years after the transition. By 1964, 600 of the 1600 (FTEs) lived on campus. The delay in establishing dormitories afforded time for planning that resulted in a problem free transition of this phase of the student services program into the total educational program. The Junior College had a well rounded and effective student activities program which was expanded during the transition years without any major problems.

Summary of problems encountered during transition. Numerous problems were encountered by the institutuion during its transition to a four-year program. While most of the problems were anticipated prior to the expansion, the decision of the Board of Trustees to move rapidly toward their goal resulted in many of these difficulties not being resolved until after the transition was completed. The most difficult problems of the period were financial in origin and reflected in the areas of endowed support, physical facilities, faculty acquisition and retention, and the library.

Summary: Jacksonville University

Twenty-five years after its founding the goal of transition to a four-year institution was realized for Jacksonville University. The history of this institution reflects an unusually close tie between the community and the private junior college. The desire to serve its community and the community's desire to have a four-year institution of higher education was a major cause of the decision to expand. Effective leadership was an additional force which served to direct the institution toward its goal. In spite of the loss of a significant portion of its total income from community taxes (result of a public community college being established), the University was able to surmount this and many other problems. In 1961, the University was granted accreditation by the Southern Association of Colleges and Schools, but only after it had overcome serious financial, library and faculty-related problems. The future of the institution is indeed a bright one as it continues to grow and seek a broadened range of clientele and constantly rising standard of academic achievement from its students and faculty. In a sense it has lost some of the closeness to the community of Jacksonville, but it will forever be indebted to the community without whose support it could never have come into existence.

CHAPTER V

LITTLE ROCK UNIVERSITY

Little Rock University was founded in 1927 as Little Rock Junior College, under supervision of the Little Rock Board of Education. It was and remains a private, non-denominational, co-educational institution dedicated to serving the Little Rock, Arkansas area. In 1957 the College was expanded to a four-year program and the first senior class was graduated in June, 1959. The University continued its extensive evening program which enrolled 38 per cent of the 1485 full-time equivalent students in 1959.

Introduction

Little Rock Junior College graduated its first class in 1928. Thirty-one years later it awarded its first baccalaureate degree. In this intervening period it was in every sense a community college, serving the changing needs for higher education in the area. Limited funds, rapid growth, and the extensive use of consultants were characteristic of the transition period. The lack of residence halls represents the decision of the board to have the institution center its responsibility on serving the immediate area of Little Rock. However, the rapidly increasing population and industrial growth of the area holds great promise for the continued development of Little Rock University.

Setting

Little Rock University is located on a beautifully wooded tract of eighty acres in the southwestern part of Little Rock, Arkansas.

The population of the City at the time of the transition of the College was approximately 200,000. This represented a 38 per cent increase for the period 1950-1959, while the remainder of the State of Arkansas showed a 14 per cent decrease for the same period. These figures emphasize the marked shift from rural to urban areas within the State, a trend which is expected to continue the centralization of population in the Little Rock area. The rate of urbanization of the areas contiguous to the campus were particularly advantageous for an institution seeking growth, but lacking residence hall facilities.

History of Little Rock Junior College

Little Rock Junior College was founded in 1927 by a group of civic and educational leaders as a private institution. The primary reason for its establishment was the termination of a series of freshman and sophomore level courses by the University of Arkansas. The removal of this extension program by the University left no opportunity for students in the Little Rock area to pursue higher education without the added expense of living away from their homes. Little Rock Junior College developed as an answer to this need, and in September, 1927, 100 students enrolled in courses in economics, English, French, German, history, mathematics, psychology, science, and Spanish. Tuition was $5.00 per semester hour, and the College was controlled by the Little Rock Board of Education.[1] Thus, for the first several years of its operation the junior college was privately supported, but controlled by an elected public school board of education. This arrangement continued until the junior college was expanded to a four-year program in 1957.

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[1] Little Rock University Bulletin, (Little Rock, Arkansas: Little Rock University, 1964), p. 133.

The Junior College grew rapidly during its first several years of operation, and the conscientious and effective planning resulted in accreditation being granted in 1929 by the North Central Association of Colleges and Secondary Schools. Shortly after this the most important event in the brief history of the institution occurred:

> Little Rock Junior College became the sole beneficiary of a trust established by the late Governor George W. Donaghey. This trust involved perpetual increments from real property valued at the time in excess of $2,000,000, and now at more than $4,000,000, and was to be administered by trustees of the Donaghey Foundation.[2]

This last clause was to insure the funds being used solely for the Junior College.

In 1931 the institution rented its own facilities, separate from the public schools. Enrollment stood at 425 during this year, and by 1937 had increased to 544. The second ten year period brought continued growth and expansion in staff, library, curriculum, and student body. It became apparent that the College needed a new facility, one which would afford permanence and the opportunity to expand. "In 1947, a local businessman donated an eighty acre tract for the establishment of a campus for the College."[3] Soon after this the Little Rock Junior College Foundation was formed. This group, composed of interested business and professional men, was created to plan and direct a community drive for $650,000 with which to erect buildings on the new campus site.

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[2] Little Rock University Bulletin, Ibid., p. 133.

[3] A Study of Little Rock University (A report submitted to the North Central Association of Colleges and Secondary Schools as partial support of its application for accreditation, Little Rock University, Little Rock, Arkansas, 1959), p. 2.

In 1952, the first formal action toward expansion of the Junior College to a four-year institution was initiated. The President, Dr. Granville Davis, and the faculty of the College undertook a study of the potential of the Junior College for transition to a four-year college. Their recommendations were strongly in support of the proposal, but it was to be five more years before the transition was effected.

Transition Period

While no formal action was taken by the board on the study conducted by the President and faculty in 1952, it was the beginning of a long series of similar studies and consultant reports, which eventually led to the expansion. In the 1952-53 and 1953-54 academic years Dr. Earl Anderson, Professor of Education, Ohio State University, was acquired as a consultant to the College. In one of his reports, Dr. Anderson outlined several recommendations and concluded: ". . . Little Rock Junior College can be developed into a four-year college that can be approved by North Central Association within the next three or four years . . ."[4] According to the direction of Dr. Anderson, the self-study was continued, and many of his suggestions were adoped into the program.

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[4] A Study of Little Rock University, Ibid., Appendix I, Item A.

Dr. John Dale Russell was acquired as a consultant during 1954. Dr. Russell also strongly supported the proposed expansion, and made recommendations in the areas of faculty, expenditures, and development of the physical plant. The College was able to meet most of the recommendations of Dr. Russell prior to the expansion.[5]

At the end of the 1954 academic year President Granville Davis resigned. It was reported that the failure of the Board to move rapidly toward the expansion of the Junior College was one of the main reasons given for his resignation. During the next year, under an acting President, little action was taken toward the expansion. However, in 1955-56, an extensive and comprehensive study was undertaken by a citizens group to study the problem of the "vertical expansion" of the Junior College.

The first action of this committee was to organize itself into six sections: (1) Executive committee; (2) Committee on Operations; (3) Committee to Evaluate Present Adequacy and Potential Needs; (4) Committee on Budget and Finance; (5) Committee on Cooperation with Other Colleges; and (6) Legal Committee. All procedures of these several committees were under the direction of Mr. Gus Ottenheimer, a retired industrialist, and with full approval from the Little Rock Junior College Board (Little Rock School Board) and the Donaghey Foundation Board of Trustees.[6] The second action taken by this Committee was the selection and employment of three professional educators to serve as consultants. Dr. E. A. Lichty, Professor of Education, Illinois State Normal University, was the director of the survey, and Dr. W. W. Carpenter, Professor of Education, University of Missouri, and Dr. W. W. Reynolds, Professor of Education, University of Texas, served as readers of the report. Dr. Lichty spent four weeks on the campus and prepared a lengthy report on the projected needs of the four-year college. Unfortunately for all concerned, the projections of enrollment and financial cost of the four-year program were extremely conservative. Four years after the study was completed, enrollments exceeded the estimate by 40 per cent, income and expenditures by over 60 per cent and just a few years later by as much as 90 per cent. These conservative projections, though presumably not by intention, did serve to encourage the rapid transition of the College to a four-year program.

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[5] Ibid., p. 3.

[6] Ottenheimer Committee Report (A report prepared by a citizens' committee for purposes of studying the proposal of expansion of Little Rock Junior College, Little Rock, Arkansas, 1956), p. 1. (Mimeographed.)

In 1956, Dr. Carey V. Stabler was selected as the new President, and charged by the Board "to make a truly functional program of higher education to meet the needs of the area."[7] The Oppenheimer Committee had set forth several plans for the expansion which the Committee believed could be satisfactorily supported financially and otherwise. One plan was to change the College to a state supported institution. A second plan proposed to support the College as a municipal institution with city tax funds. The third, which was adopted, was to have the College remain a privately controlled College, supported by endowment, gifts and tuition. President Stabler came to the institution with the understanding that the Junior College would soon be expanded to a four-year college, but not to include the development of a resident campus. The desire of the Board was to retain the institution's function of serving the immediate Little Rock area, and not the entire state. One of the first steps taken by President Stabler was a further effort to estimate demand and probable enrollment for upper-division work.

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[7] Little Rock University Bulletin, op. cit., p. 133.

In 1957 the junior year course work was inaugurated and the institution's name was changed to Little Rock University. The University continued the on-going self-study which included an extensive involvement of consultants. In 1957, Dr. Earl Anderson returned to assist the institution with instruction, curriculum and general planning for the expansion. Another consultation in 1958 by C. W. Kreger, Provost of Miami University in Ohio, worked with the findings of the faculty study. Dr. Elizabeth Drews, Associate Professor of Psychology, Michigan State University, conferred with the faculty on academic standards and promotion of higher scholarship. Dr. Arthur M. McAnnally, Director of Libraries at the University of Oklahoma, advised on the needs of the library resources for the new programs. In 1959, Dr. Thomas W. Mackesey, Professor of Regional Planning and Dean of the College of Architecture at Cornell University, conferred with the Board on the master plan of the University's campus development for the next twenty year period.[8] It was reported by the interviewees that the recommendations from these several consultants were most beneficial in anticipating and assisting to resolve the problems of the transition period. Also, this professional assistance was believed to have greatly improved the total educational program and made possible the University's early certification by the North Central Association of Colleges and Secondary Schools.

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[8] A Study of Little Rock University, _op_. _cit_. pp. 4-7.

In 1958 the fourth year classes were introduced and a new Division of Education was established. The following year, per the direction of Dr. Anderson's suggestions, the Science Building was erected as was a new Student Union. Also, a Board of Trustees was organized, separating the institution from its previous arrangement with the Little Rock School Board.[9] In the trust established for the College by Governor Donaghey a clause was inserted which assured that the funds would be used solely for the purposes of the Junior College. This clause, requiring the funds to be administered by the Donaghey Foundation, created an awkward arrangement when the institution eventually established its own board in 1957. A friendly court test ruled that the funds were intended solely for use by the College, and because of its peculiar arrangement with the public school board had been specified to be directed by the foundation. However, as the Junior College was now Little Rock University and governed by its own private board, control of the trust should be transferred to this new board. This brief thirty year history was characterized by a closeness to the community. It had, in the truest sense, been a community college.

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[9] *Ibid*., p. 6.

The decision to expand remained, as it was believed to be the logical extension of this continued service to the local community.

Factors Influencing the Transition

In 1952 the faculty and administration of the College conducted a study to determine the potential of expanding to a four-year college. This study recommended a community centered movement to develop the College to a four-year program as there was definite evidence of need. Subsequent studies and consultants' reports reflected these same general findings. The greater Little Rock metropolitan center had a population approaching 200,000 people, yet there was no basically liberal arts college in the area. There were four small Negro colleges, three seminaries, and several graduate professional schools of the University of Arkansas, but no competing four-year colleges. Many of the students at the Junior College, though qualified to continue on to four-year institutions were unable to do so because of financial limitations. Also, local business and industry was developing rapidly and presented an ever increasing need for college graduates. These several factors combined to create a strong community backing of the extention of the junior college into a four-year institution.

There were also influences from within the junior college for expansion to a four-year program. President Davis was an active and open campaigner for expansion, as were several faculty members. This element within the College prompted the continued studies, reports and discussions which kept the idea alive. However, not all of the faculty shared the view that expansion was a necessity. Quite a number were reported as being negative to the idea, and were believed to have been instrumental in delaying the expansion for several years. The board was also hesitant in committing the institution to a goal which appeared expensive and perhaps beyond the resources of the college. But pressure continued to grow and eventually the board voted in favor of expansion.

Thus, the increasing needs for higher education in the area as expressed in community pressure, eventually overcame the opposition to the expansion. Although strong support was evident within the institution, it was the external influence of the community which proved the strongest force in motivating the expansion.

Problems Encountered in the Transition

Little Rock University reported experiencing many problems during the transition. In part the reason for so many problems being reported was due to the extensive planning period engaged in by the College. Numerous consultants, several self-studies, and other committee reports resulted in an awareness and recognition of problems during the transition period. Also, the rapid advancement and development of the University in the years subsequent to the transition contributed to an especially high degree of willingness to openly discuss past problems.

Opposition to the expansion. Some limited opposition to the transition was experienced by the institution in the early stages of the transition. It was reported that this opposition came from some of the Junior College faculty who were threatened by the prospect of expansion to a four-year program. It was believed that this opposition was responsible for a delay of the expansion for several years. But eventually this opposition was resolved and the College was expanded. Conjecture was that the reason for the opposition's fear was pressure for the terminal degree. However, this opposition did not pose a major problem during this period as it was evidently limited to a minority of the faculty.

Financial support. Unquestionably, the major problem of the University during the transition period was financial support. Endowment income had contributed approximately one-third of the operating budget prior to the transition, the remainder coming from tuition. However, as the transition progressed general operating expenses increased greatly. By the end of the transition, endowment income, though increased by over 12 per cent, was contributing only 10 per cent of the total income of the institution. Tuition had increased in its importance as the major source of income, having risen to approximately 65 per cent to 83 per cent of all income. Money for buildings, salaries, equipment and supplies was short. Significant increases in tuition were made during this period, but there was a limit as to how high it could be raised as most of the students came from homes of modest income.

In the years immediately following the transition, the financial situation improved. Endowment income was raised, enrollment increased, the physical plant needs were less demanding, and sufficient funds for equipment and supplies were becoming available.

However, some interesting problems occurred during this period. As the University grew it became necessary to delegate certain aspects of the purchasing to the academic divisions and departments. At first there were problems of getting over being poor. Purchasing and ordering of supplies and equipment was done in such a meager way as to cause undue expense. Later, this problem reversed itself and controls were needed.

Apparent in the problems of financial support of the University during this transition period was the need for long range fiscal planning. It was also reported that the effort by the institution in this area of planning were both difficult and expensive in time and money. However, to the credit of all concerned, Little Rock University overcame these problems of financial support during or soon after the transition.

Physical plant. Another problem area, closely affiliated with those of financial support, was the development of the physical plant. Early in the transition period consultants were utilized to assist in planning the development of the physical plant. This planning resulted in the construction of two major structures during the last year of the expansion; the Science building at a cost of $375,000, and the Student Union at a cost of $350,000. These additions, however, did not solve all of the physical plant needs, and it was seven more years before the funds were acquired to complete: The Fine Arts and Classroom Building, $1,000,000; New Science Building, $400,000; New Library, $500,000, and Band Building, $25,000. Thus, for a considerable part of the transition period, it was necessary for the University to operate with less than desirable physical facilities in several areas. To compensate for these needs the institution maintained an extremely high level of plant utilization throughout this period. Classes were scheduled from 8:00 A.M. to 9:00 P.M., daily except for Saturday and Sunday.

Administration and organization. Few serious difficulties were encountered in the area of administration and organization during the transition period. An exception to this was the resignation of the president two years prior to the expansion, which was reported as being the result of the failure of the board to move rapidly toward the transition. A complete reorganization of the academic area into a divisional structure was completed without incident.

Curriculum. Two student centered problems effected the curriculum of the University. One of these was the result of the open-door admissions which existed during the years as a junior college. During and after the transition period more stringent admission policies were adopted, and the standard level of student performance was noticeably increased. However, the attitude that "anyone can get in to the school" continued for some time afterward. A consequence of this was the attitude on the part of some freshmen each year that they would not be required to study. As the University began to take on the image of a senior college this problem disappeared.

Another student problem which effected the curriculum was the fact that many students worked full-time and attended either the day or night program of the institution. It was presumed that this allowed less time for study and therefore effected their academic performance. In the years after the transition the number of students holding full-time positions had continued to decrease and the problem became less acute.

The academic programs apparently caused few problems during the transition years. Careful planning and the advice of consultants were attributed as being the reasons for few problems in this area.

Faculty. Several interviewees who were members of the faculty during the early part of the transition reported the existance of low faculty morale. Some of the faculty who did not hold the earned doctorate could foresee the possibility of their being relegated to positions of lesser rank and prestige as the transition progressed. As the transition progressed there were problems associated with the absorbing of some of the "old guard" faculty into the new programs. This problem also contributed to low morale on the part of several of the people affected.

Of major concern to the administration during this period was the recruitment of new faculty. The limited financial resources contributed to this remaining a problem throughout the transitional period.

Library. At the beginning of the transition period the library was adequate in size to provide for the need of the institution. However, as enrollments increased and significant additions to the holdings were made, a larger facility was needed. It was also apparent during this period that planning for the library took a great deal of time, not only for the library staff but also for faculty and academic administrators.

As a means of expediting a rapid development of the library holdings, the president, in cooperation with the head librarian, ordered numerous volumes. Within three years, the total number of volumes was tripled. Division Chairmen were solicited to encourage their faculty in selecting volumes and making increased use of the library resources. Special departmental budgets for library were created during this period. The total effect upon the library usage was tremendous as has been the development of the library in the years subsequent to the transition.

Student personnel services. The student services program of the junior college were limited. All of the students lived at home, many worked part or full time, and the junior college had in many ways the appearance of a secondary school. However, as the transition progressed, the University began to assume more of the responsibilities of student services similar to most four-year institutions. Several factors impeded the progress toward this goal. First, limited funds did not allow the development of all the services desired. Secondly, the attitude that the junior college was in many ways merely an extension of the high school lingered on for several years. Thirdly, the campus was entirely non-resident as the board had made the decision that the University was to serve only the Little Rock area of the state. Eventually however, the factor of funds and attitude were overcome, and the University developed a student services program of which it was proud.

Summary of problems encountered in the transition. Little Rock University encountered numerous problems during the transition, the most difficult of which was the limited financial support available during the early years of the transition. This problem in turn produced other problems in the area of physical plant, faculty recruitment, library and student services. As more funds became available the institution was able to resolve most of these difficulties. The extensive use of consultants assisted in the identification of many problems and in certain cases led to their early solution.

Summary: Little Rock University

The history of the development of Little Rock University is reflective of the changing needs of a community. It was founded to provide additional higher education for high school students and adults of the area. As the area grew and developed there resulted a need for a four-year college. Strong community support for the expansion developed and thirty years after its founding, the junior college made the transition to a four-year institution.

The period of transition resulted in a variety of problems for the institution. Careful planning and the extensive use of consultants made the institution aware of most of the problems which would be encountered. However, awareness of problems does not necessarily provide for solutions, and the institution was required to live with some problems throughout the transition period. The most difficult problem was that of limited funds. Tuition was the major source of income, but could be raised only so far before it would drastically affect enrollment. Also, if the University were to price itself out of line with the ability of its clientele to pay, it would then no longer be serving its purpose. Specifically, the limited financial support available to the institution caused problems in the areas of physical plant, faculty recruitment, library resources, and student personnel services.

For the most part, these problems were resolved as the support of the University continued to improve during and after the transition. The University retained a closeness to the community it served and looked forward to a future of growth and development.

CHAPTER VI

NORTH PARK COLLEGE

North Park Junior College was founded as a two-year college in 1891, and today is a four-year Christian liberal arts college enrolling 1,100 daytime students. It is sponsored by the Evangelical Covenant Church and is located in Chicago, Illinois. In 1960 it became a four-year institution, granting the Bachelor of Arts, Bachelor of Science, Bachelor of Music, and Bachelor of Science in Nursing and in Medical Technology.

Introduction

The history of North Park College is similar to that of many of the small religious-group sponsored colleges in America. Most of them began as academies or secondary schools, seminaries or two-year colleges, and eventually expanded into four-year baccalaureate degree programs.[1] North Park College followed this plan of development, but uniquely continued the academy and seminary functions through the period of transition to a four-year college.

Another unique aspect of North Park College has been since its founding the continuous struggle to harmonize faith and reason. The leaders of the College eventually came to believe that inherent aspects of a two-year college drastically inhibited the development of a program designed to satisfy this goal. Thus North Park's perennial goal of harmonizing the sect with the secular became a dominant influence for expansion to a four-year college.

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[1] D. Grant Morrison, "So You Plan to Change Your Junior College to a Four-Year Institution?" Phi Delta Kappan (April, 1966), p. 442.

The College Setting

Chicago, one of the world's largest metropolitan and industrial centers, is too well-known to need extensive description here. Its significance as a center of rail, air, truck and water transportation systems, and its grain and livestock markets are well recognized. A vast and diversified industrial development has contributed to a rapid population growth and representation of numerous ethnic groups in a "melting pot" urban society.

In 1894 when North Park was moved from Minneapolis to Chicago, the city's population was already approaching two million inhabitants. By 1930, four years after North Park received accreditation as a junior college, the city's population was over three million. Today, with six million people in the greater Chicago area, the College is provided with cultural opportunities, library and technical resources, and large numbers of potential students.

History of North Park Junior College

North Park College and Theological Seminary was founded in 1891 in Minneapolis, Minnesota. In 1894 it was transferred to its present site on the northwest side of Chicago. The institution was founded and is owned and operated by the Evangelical Covenant Church of America.[2]

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[2] "A Self-Study," (Chicago, Illinois: North Park College, August 1960), p. 1. (A report submitted to the Commission on Colleges and Universities of the North Central Association in support of a request for accreditation as a senior college.) The Evangelical Covenant Church of America was founded in 1885. At present it has 531 churches with a total membership of 59,339 and a constituency of over 100,000.

The nature of North Park College can perhaps be best understood by a brief analysis of the factors which caused its development and purposes toward which it has been directed. The Covenant Church of America was a product of the Evangelical Movement of Northern Europe during the last half of the nineteenth century. Evangelism is defined as "that interpretation of Christianity which emphasizes man's fallen condition, the atonement of Christ, the necessity of new birth, and the redemption through faith."[3]

A prominent aspect of the Evangelical Movement was its emphasis on the importance of education. In Germany, England, the Netherlands and Scandinavia this movement carried with it the support for popular, or universal, education. The leaders of these various evangelical groups considered it "their duty as benevolent despots to maintain schools for the teaching of literacy and religious faith."[4] Thus the vast numbers of Swedish immigrants who came to this country in the 1870's, 80's and 90's brought with them a compelling desire, based upon a religious pre-supposition, to establish schools to educate and further their faith.

The development of North Park Junior College was halting and sporadic. The "College," hardly a precise designation, consisted of a high school or academy, a commercial department, a music department and a seminary at its founding and through the first few years of experience.

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[3] Webster's New International Dictionary (Springfield, Massachusetts: G. & C. Merriam Co., 1934), p. 413.

[4] E. H. Wilds, The Foundations of Modern Education (New York: Rinehart & Company, 1934), p. 473.

The "College" served a variety of purposes during these early years. First, it was charged with the task of training the clergy for the Covenant Church. Secondly, it provided advanced training for the adult immigrants and their children in commercial-vocational courses and music. Thirdly, it provided high school education in keeping with the religious orientation of the Covenant Church.

The development of the Junior College was slow at first; only twelve students were graduated in 1919. A nearly straight-line progression characterized enrollments through the years with the exception of a rapid growth period during the early depression years. See Figure I, p. 90. The College received accreditation as a junior college by North Central Association in 1926.

Throughout the history of the College until the early 1950's, an uncertainty of purpose sometimes led to "vagueness in its relation to faculty and students as well as to the church which it served."[5] This lack of a clearly defined purpose and consistent direction to the program continued to plague the College for another decade. When eventually this goal or purpose was clarified, it became a significant factor in influencing the upward expansion to a four-year college.

The period of World War II and the years immediately following, 1940-1950, produced many serious problems for North Park Junior College. A shortage of qualified staff, "feast or famine" student enrollments, student problems, and inadequate funds characterized this period.

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[5] "A Self-Study," *op. cit.*, p. 7.

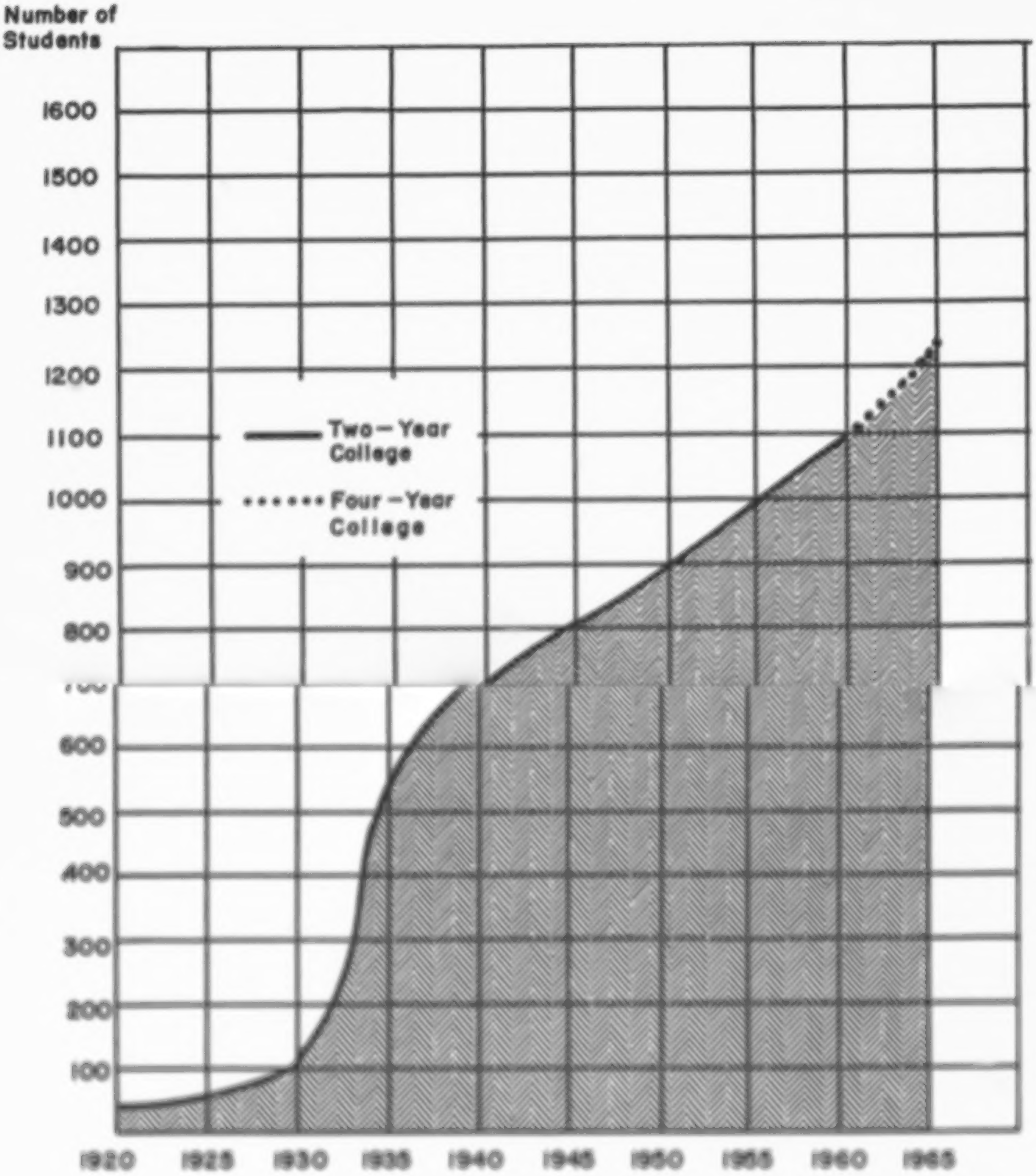

FIGURE I
North Park College Enrollment
1920-1965

Transition Period

The founder of the College, David Nyvall, dreamed of the eventual development of North Park Junior College into a university. Through the years this dream was periodically discussed by the administration, faculty, and friends of the College, but no serious consideration or action was taken until 1950.

In 1950, Dr. Clarence A. Nelson became President. During his tenure from 1950-1959 the College underwent dramatic changes in purpose, organization, financial support, and nature of the student body. Much credit must be given to President Nelson for his efforts in making the Covenant Church solicitous of the needs of the College and toward completing the upward expansion of the College to a four-year program.

It would, of course, be unfair to give the entire credit for the development of the College during the 1950's to President Nelson, for other factors contributed greatly. Not the least among these was an able and dedicated staff and faculty who contributed support, encouragement and long hours. But, as success or failure, rightly or wrongly, is most often attributed to the administrative head, President Nelson must be credited for the transition of North Park Junior College to a four-year institution.

Factors Influencing the Transition

Members of North Park College's staff and faculty could not cite any single factor primarily responsible for the Junior College's expansion to a four-year program. Rather, there were a number of conditions and events, having developed over a long period of time, which were catalysed during President Nelson's tenure.

For the purposes of presentation these conditions and events, or factors, were divided into two categories, external and internal. The external factors included those conditions and events which motivated the transition but over which the College had little influence; the local community, increasing numbers of students seeking higher education, flourishing national economy, etc. The internal factors, the second category, are those which emerged from the College itself; influences of trustees, faculty, administrators, students, etc. One additional factor, the influence of the Covenant Church, does not fit exclusively into either category as it had both internal and external characteristics.

External factors. The first external factor, but not necessarily first by order of importance, was the location of the College. As was mentioned previously in the Chapter in the section titled "The College Setting," the city of Chicago provided for the College numerous cultural and educational advantages of a major metropolitan center. In addition to this general setting, the location within the city provided ready access to library and other cultural facilities. One detrimental aspect of being located in the city was the prohibitive expense of acquiring property for campus expansion.

The ever increasing desire for higher education was a second external factor of considerable influence. Again location was significant, as the College's proximity to large numbers of high school graduates was an advantage in seeking to increase enrollments. North Park had traditionally drawn heavily from the Chicago area and it continued this pattern during the expansion to a four-year program. Subsequently the trend was to attract students from a broader area, the ratio reversing from sixty per cent from Chicago proper and forty per cent from outside Chicago in 1950, to sixty per cent of the students from forty-two other states and forty per cent from Chicago in 1960.[6]

The flourishing local and national economy was another factor which contributed to the College's ability to make the transition, and was thereby an influential factor in causing the expansion. The leaders of the College considered increased enrollments a necessity for successful transition to a four-year college, but this increase in number of students was to prove both a boon and a bane. Increased enrollment provided additional funds, but as student fees covered only about sixty-five per cent of the educational budget, the remaining thirty-five per cent had to be raised from other sources. Therefore, each new student increased the size of the non-tuition supported portion of the budget. The College was forced to mount a fund-raising campaign far beyond the scope of any it had previously attempted. Not only were large sums needed for general operating costs, but also for expansion and development of the physical plant. The physical facilities of the College had been, with few exceptions, adequate for the Junior College. However, the proposed curriculum for the four-year college demanded the immediate development of new and improved facilities for: (1) physical sciences, including laboratories and equipment; (2) library and instructional aids; and (3) student housing and recreational facilities. The flourishing local and national economy which existed during this period of transition provided the source for the needed financial support of the College during this period.

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[6] "A Self-Study," *op. cit.*, p. 54.

Internal factors. The positive attitude of the faculty and administration of North Park Junior College toward the expansion to a four-year college was probably the most influential factor in leading to its eventual success. Almost complete unanimity favoring the transition existed among the faculty, an attitude attributable in part to their common religious convictions which traditionally emphasized the role of the Church in providing education for its youth. This hope for a four-year college on the part of the faculty and administration was more than an "idle pipe dream", and its motivation can be traced to two major sources: (1) the success and reputation of the Junior College; and (2) the past support and potential support of the Covenant Church, which evidenced the denomination's religious-philosophical commitment to provide Christian education for its young people.

North Park College, through its four decades of continuous operation as a junior college, developed a reputation for successful graduates. The liberal arts, pre-professional, and terminal curriculum produced students whose success in advanced degree programs reflected honor on the College. A brief summary of several studies on graduates of the College includes the following information: (1) seventy-nine per cent continued on to four-year colleges; (2) nearly twenty per cent earned graduate degrees; (3) thirty-five per cent received scholastic honors at senior colleges; and (4) the majority of graduates considered the quality of instruction a strong feature of the College. These factors contributed to the faculty's and administration's favorable disposition toward the idea of expanding the College.[7]

Support of the Covenant Church. During the first fifty years of the Junior College's existence, the Covenant Church contributed significantly to both the general operating fund and the physical facilities. Substantial as this contribution had been for operating the Junior College, it was far short of what was believed to be needed to establish a four-year college. But the faculty and administration of the College believed that the denomination had the necessary resources and desire to support a four-year college.

Consequently, in 1950, under the direction of President Nelson, a concerted effort to raise funds was initiated. Contributions by the denomination to the general operating fund, not including the funds for development of the physical plant, were increased over sevenfold from $19,000 in 1950 to $150,000 in 1960. During this same ten-year period, contributions from the Church and other sources for plant and facility development were increased by over five times the amount received in the previous fifty years, as shown in Table V, p. 97. The faculty and administration were therefore justified in the confidence of the denomination's ability and willingness to support a four-year college.

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[7] Milton F. Nelson, "A Follow-Up Study of North Park College Graduates Since 1923" (unpublished Master's thesis, Northwestern University, 1935); Oscar E. Olson, "Inquiry Into Post-North Park Studies by Junior College and Music School Graduates" (Chicago, Illinois: North Park College, 1954). (Dittoed.) A study of 439 graduates during the period of 1947-1951 to discover the percentage of graduates who enter and graduate from senior college; Oscar E. Olson, "North Park Appraisal Inventory for Former Members of Gamma Eta Chapter of Phi Theta Kappa" (Chicago, Illinois: North Park College, 1960.) A study of 293 graduates who were members of North Park's Phi Theta Kappa during the period 1925-1960; Theodore D. Johnson, "A Twenty-Year Follow-Up Investigation of Graduates of North Park (Junior) College" (Evanston, Illinois: Northwestern University, 1937.) A study of 363 graduates of North Park during the period 1930-1932.

Problems Encountered in the Transition

Relatively few problems were experienced by North Park College during its transition to a four-year college. This absence of serious problems was attributed to be the consequence of: (1) extensive planning in the areas of curriculum and organization; (2) a stable academic program established as a junior college; and (3) a dedicated and resourceful administration and faculty.

Financial support. Unquestionably, the area of financial support posed the most difficult problem for the College during the transition to a four-year institution. A limited endowment of $300,000, a physical plant inadequate for the proposed four-year college, and significant though not sufficient financial support for the four-year program, were factors which combined to make the solution of this problem most difficult. However, as early as 1950, when the first serious consideration for expansion began, the president initiated a campaign to make the denomination solicitous of the present and future needs of the College. By 1960, when the first senior class was graduated, the denomination's annual contribution to the general operating fund had been increased sevenfold. During the same period, the building program had raised $3,941,256 from a variety of sources, most of which was in the form of long term amortizing loans and mortgages.

TABLE V

DEVELOPMENT OF NORTH PARK COLLEGE PLANT AND FACILITIES, 1894-1965

A. Prior to 1950

Administrative Building and Library	1894	$ 16,369
Men's Dormitory	1901	35,000
Art Building	1901	16,747
Gymnasium	1915	
Heating Plant	1925	50,388
	1927	7,000
	1949	5,000
Women's Dormitory	1925	81,296
Men's Dormitory	1941	67,500
Music Building	1946	116,110
Theological Building	1947	293,490
SUBTOTAL		$ 689,000

B. 1950 - 1960

Men's Dormitory	1956	$ 618,932
Administration Building	1957	86,000
Heating Plant (Renovations)	1958	38,460
Athletic Field	1958	180,000
Library	1958	738,000
Gymnasium-Auditorium	1959	762,000
Renovation of Existing Facilities:	1959	
Classroom,		240,000
Woman's Dormitory		150,000
Acquisition of Real Estate	1950-1960	699,799
SUBTOTAL		$3,941,256

C. 1960 - 1965

Women's Dormitory	1964	$1,000,000
Student Center	1964	830,000
Science Building	1964	1,800,000
SUBTOTAL		$3,630,000
TOTAL		$8,230,256

Tuition charges were also raised appreciably, nearly doubling during this decade. These raises, however, did little more than maintain the contribution of tuition at between sixty and sixty-five per cent of the total educational costs. College officials feared that further raises in tuition at that time would most likely have resulted in reducing enrollments.

It became increasingly apparent during the period of planning for expansion that tuition and denomination support alone could not provide the funds needed to develop the proposed four-year college. Also, it was believed that the amount of funds available each year from the denomination was approaching its limits. Therefore, if additional funds were to be had, they would have to come from new sources. The business-industrial firms of the Chicago area were considered the most likely sources, and the services of a professional fund raising firm were acquired to assist the College in mounting this campaign. Officials of the College reported that although it was difficult to ascribe specific contributions as being solely and directly a result of the efforts of the fund raising firm, they were nonetheless satisfied that to a considerable extent the success of the campaign was due to the services of this firm.

The College was unable to provide the exact increases in instructional costs which were directly attributable to the expansion of the College to a four-year program. This situation existed because any attempt at an accurate description of the fiscal situation at North Park College was complicated by the fact that there was a unified business operation for the three schools sponsored by the Covenant Church.

Located on adjacent property owned by the Church, these three schools, the Academy, Seminary, and College, were independently administrated but shared many services. Although each school prepared separate annual budgets, including breakdown of instructional cost, direct administrative expenses, and outlay for student services, it was not possible to determine a realistic accounting of instructional cost directly attributable to the expansion.

The same problem existed in attempting to determine the apportionment of income. Tuition and other student income was easily determined, but there was no rationale or consistency in the pattern of apportionment of non-tuition income. Repeated attempts by the College to apply formulae which would provide a realistic breakdown failed. This unfortunate fiscal procedure had developed and was permitted to remain because of the tradition of the relationship between the College and the Covenant Church. Approximately ninety per cent of the non-tuition support came from denominational sources. Since the denomination was also responsible for almost all capital expansion, the College believed there were definite advantages in seeking funds in a unified program rather than for each school separately. The College anticipated that sometime in the future, attempts would be made to provide a more precise system of accounting, but for some time to come the College would continue under their present procedures.

Undoubtedly, the College was handicapped by these fiscal procedures and the consequent inability to determine accurately the increase in instructional cost attributable directly to the addition of the upper-division program. From the limited data available from the College, an attempt was made in this study to determine what the increases were in cost of adding the upper two years of the curriculum. At best they are only a crude estimate of what these costs actually were. Taking the years of 1956-57, two years before the first junior class, and 1960-61, the year the first senior class graduated, the following gives some understanding of the increases in cost due to expansion.

Year	Total Budget for All Three Schools	Increase
1956-57	$ 694,000	
1960-61	1,280,000	84%

Since the enrollments of the academy and seminary remained relatively constant during this period, this increase can be attributed to three factors: (1) inflationary increases, (2) increases in college enrollment, (3) increases in cost of educational program due to adding the upper-division program. Increases in the cost of higher education caused by inflation could be estimated at approximately ten per cent annually, accounting for a total of forty per cent of the total increase of eighty-four per cent. This, of course, assumed that the generally accepted fact that higher education costs double or increase a hundred per cent each decade held true for these four years, and furthermore, that this fact was true for North Park College. A ten per cent increase in college enrollment during this period would account for approximately another ten per cent of the increased costs. Therefore, an estimate of the increased cost attributable to the expansion would be the remaining percentage of the total increase in the budget, or about thirty-four per cent. A portion of this thirty-four per cent was due directly to reducing the student-faculty ratio from 15:1 to 13:1. This reduction represented the smaller class size of the upper-division courses. Unfortunately, data on the cost of unit hour production and other such measures of instructional cost were not available.

Further evidence of the difficulties involved with the financial support of the College is demonstrated by the debts incurred during the transition period. Deficits experienced by the general operating fund during the final years of the transition were as follows.

Year	Deficits	% of Total Budget
1956-57	$ 7,018.00	1.0%
1957-58	19,232.00	2.3%
1958-59	26,958.00	2.6%
1959-60	39,313.00	4.0%

This trend in deficit spending was halted shortly after the transition but it indicated that the extensive fund raising and tuition raises were not adequate to meet the rising cost of expanding the curriculum. Also, the development of the physical plant had incurred an indebtedness of $860,000 even though the denomination had contributed 1.[illegible] million dollars during this ten year period toward development of the physical plant. Thus, substantial as the fund raising efforts of the College had been, they failed to meet the rapidly increasing cost of the expansion. It is also of interest to note that in the five-year period after the transition, 1961-1966, the College raised more funds than in the preceding ten-year period, 1950-1960.

This success of the College in raising nearly an equal amount of funds in one-half of the time was the result of several factors. First, as a four-year institution the College was able to secure federal loans for the construction of dormitory and student union facilities. A second factor was the continuing success of the professional fund raising firm in attracting new sources of support for the College. And a third factor was the coordination of the development activities of the College under a single office. Before the Office of Development was established, no less than twelve people responsible for this function reported directly to the president. This organizational arrangement proved cumbersome.

Physical plant. It was generally conceded by all people associated with the planning for the four-year college that the physical plant of the Junior College was inadequate to support proposed four-year curricula. Areas of particular urgency were the library, science, student housing, counseling and student union facilities. Efforts to alleviate these problems of physical plant inadequacy began in 1955, as shown in Table V, page 97. In 1958, the first year junior level courses were offered, the new library was completed at a cost of $758,000.[8] This addition to the physical plant assisted in eliminating one of the serious restrictions on the proposed expansion of the curriculum. It provided space for 75,000 volumes, of which the College had 30,000, and in addition augmented classroom facilities of the College. Nineteen hundred and fifty-nine saw the completion of the gymnasium-auditorium at a cost of $762,000. Although it was a most attractive and serviceable building for its original intention, it was unfortunately used for six years to house a variety of programs and activities for which it was not equipped. In addition to being the center for the physical education, athletic and recreational programs, as well as serving as the auditorium of the College, it also was used to house the counselling center, health services, band practice rooms, campus store, student lounge, and faculty offices.[9] It was, in short, extended in use far beyond its space and design capabilities and presumably to the detriment of all these various activities. An assessment of the uses of this building suggested the absence of a much needed student union. However, it was not until 1964, some four years after the transition, that the Student Center was completed. Some of the problems resulting from the lack of this facility are discussed in the next section under Student Personnel Services.

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[8] "A Self-Study," *op. cit.*, p. 80.

A men's dormitory constructed in 1901 and renovated into a science laboratory in 1941 was the only facility for the teaching of the laboratory sciences on the campus.[10] It remained the only facility until 1964, when the new science building was completed. This old building was woefully lacking in space and equipment needed to provide an undergraduate program in the sciences for a four-year college. The new facility, built at a cost of 1.8 million dollars provided the most modern and up-to-date laboratories available for teaching undergraduate science. But the fact remains, that the science offerings of the College during the transition and for four years afterward were greatly limited because of this lack of adequate facilities. The question arises, should a college expand its curriculum prior to the development of the necessary physical facilities? Also, should the regional accrediting agency approve a program which lacks the physical plant to implement their proposed programs? In the case of North Park College, affirmative answers were given to both these questions.

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[9] "A Self-Study," op. cit., p. 81.

[10] Ibid., p. 76.

Faculty. Closely aligned with the problem of financial support were the problems of faculty acquisition and retention. A North Central Association Accrediting team evaluated the North Park College faculty as "accessible, dedicated, and underpaid."[11] Membership in the Covenant Church of a high per cent of the full-time faculty attributed in part to the retention of a well qualified faculty, notwithstanding low salaries. The College was able to provide consistent but small increases in salary and fringe benefits during the transition and afterward. These factors were instrumental in attracting and retaining a qualified teaching staff.

Another factor which contributed to the acquisition and retention of faculty and assisted in overcoming the financial strain of the transition period was the faculty's favorable attitude toward expansion. This attitude had both an idealistic and a realistic basis. It was idealistic in that it fulfilled the commitment of the Covenant Church to provide Christian education which sought to harmonize the sect with the secular, and it was realistic in that the decision to expand was based upon the previous success of the Junior College and its potential to become a four-year college. This commitment was of immeasurable value, and accounts for the acquiring and retaining of faculty being the relatively minor problem it was.

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[11] "Visit to North Park College" (Chicago, Illinois: North Central Association of Colleges and Secondary Schools Accrediting Team, November, 1959), p. 4.

Student personnel services. The area of responsibility of the student personnel services of the College contributed a number of minor but trying problems during the expansion. The combination of rapidly increasing enrollments and the initiation of new functions were cited as the causes of these problems. The student personnel staff believed that long range planning and increases in staff would have avoided these difficulties. Several areas were reported as being of particular difficulty: (1) The admissions and records office required the development of new forms and record-keeping procedures; (2) Counselling services lacked adequate facilities, staff and program organization; and (3) Resident halls needed a staff training program, development of rules and regulations, and improvements in activities programming. Apparently these difficulties were, for the most part, overcome during the expansion period by a dedicated and enlarged staff and by improvement of the physical facilities which included a new student union and counselling center.

Students. Before 1950 the Junior College served a student body, most of which commuted from the Chicago area to the campus. Only thirty-five per cent of the total student body were residents on the campus. Furthermore, "the students without presuppositions of the Covenant

Church were not a creative minority; they were an overwhelming majority." By 1960 this proportion had gradually changed to a situation of sixty-five per cent resident student body coming largely from denomination homes. As a consequence the religious-oriented activities on campus increased in frequency and in numbers of students participating. Less apathy and greater interest in student government, athletics and other activities were noted. And in general, the College was more closely succeeding in its role as a servant of the Church.

The first senior class to have experienced North Park entirely as a four-year college graduated in 1964. Several interviewees noted a significant change in the attitude and behavior of the students during this period of four years. While most of the impressions were positive, several were doubtful. It appeared that the students' increased interest and participation in the College activities carried along a greater desire for governing student affairs. The interviewees assumed that a relationship existed between the increased student participation and the desire by the students to be involved in administering student affairs. A series of adjustments of policy, attitudes, and role expectations were being engaged in by faculty, administrators and students.

Summary: North Park College

Sixty-nine years after its founding, North Park College became a four-year institution. The history of this College reflects events and circumstances similar to many small, religious-group sponsored colleges. Although the issue of upward expansion had been frequently discussed, serious consideration began about ten years prior to the graduation of the first senior class. Factors which influenced the Junior College to expand to a four-year program included: (1) proximity to a large number of potential students, (2) need of the nation and of the local area for increased facilities for higher education of a particular type, (3) availability of the financial support needed to expand the College, (4) success of North Park College as a junior college, and (5) commitment of the Covenant Church to support the College and the reciprocal commitment of the College to serve the Church.

Problems encountered during the transition were centered around various aspects of financial support. A concerted effort to increase the financial support of the College was begun ten years prior to the actual expansion. Tuition was doubled, denominational support increased sevenfold and, in all, more funds for the support of the College were raised during this ten-year period than in the previous fifty years of the College's operation. Expansion of the physical plant began five years before transition, but failed to meet the needs of the College by the time the expansion took place. Acquiring the services of a professional fund raising firm was believed to be of significant influence on the success of the campaign in attracting new sources of support for the College. These extensive efforts to secure support for the College, encouraging as they were, did not deter the accumulation of a deficit between income and operational costs during the expansion period. This deficit increased each year during the four years before the transition to a high of four per cent, but was eliminated during the period immediately following the expansion.

Several factors were believed to have hindered these fund raising efforts and caused this deficit. First of these was the rapidly rising instructional, building and general operating expenses which had not been accurately estimated during planning for the expansion. Secondly, the College had failed in its own internal administration and organization to provide for a development office. This failure to centralize this function was cited as a possible handicap in raising more support for the College. Also, cumbersome fiscal procedures of accounting hindered the long range planning for the transition. Finally, the limited endowment of the College forced a hand-to-mouth fiscal endeavor which was far from ideal. However, it should be recognized that substantial support and commitment of the denomination was a partial substitute for this lack of endowment.

Inadequacy of the physical plant, especially in facilities for science instruction, student activities, and counselling, raised questions as to whether the College should have expanded when it did. Lack of their facilities precluded offering the quality of program the College had proposed until four years after the expansion.

The acquisition and retention of faculty was greatly assisted by a policy of hiring a high percentage of people who were members of the denomination. While the College was aware of the danger of extending this policy too far, it was nonetheless instrumental in attracting and retaining a faculty which was better qualified and more experienced than could have been expected without this commitment to the Church and College.

The student personnel services area also experienced problems during the years of expansion to a four-year college, and these problems were attributed as having been caused by a lack of foresightedness in planning. This lack of effective long range planning resulted in three problems which hindered greatly the student personnel services of the College. The first of these was the failure of the College to comprehend the nature and increase in the functions of the student personnel services due to expansion. Consequently, the second problem was an inadequate physical facility and insufficient staff to conduct the desired program. Thirdly, the changes in the nature of the students who attended the four-year college was not anticipated and resulted in another area of problems. The personnel responsible for this program believed that more effective planning could have prevented most of the problems in the student services area.

On the positive side, certain other factors contributed to making the transition of North Park College less difficult than it might have been. The solid base of a long successful junior college, as evidenced by the fact that in recent years seventy-nine per cent of the graduates had gone on to four-year colleges and thirty-five per cent had earned graduate degrees, was one important factor. This record of accomplishments contributed to the belief that the students and faculty could successfully meet the demands of the expanded curriculum. Secondly, the extensive planning of the new curriculum resulted in few changes being necessary during the expansion years. Thirdly, the excellent library resources available in the Chicago area supplemented the growing but somewhat limited collection of the College. And last, the able and dedicated faculty and administration afforded to every function of the College a confidence that the problems would be overcome.

CHAPTER VII

COLORADO WOMAN'S COLLEGE

The Colorado Woman's College Society was organized in 1888 by Colorado Baptists to provide in the City of Denver, Colorado, a college "for the education of young women under Christian influence."[1] The prevailing economic conditions of the nation and state did not allow for the support needed to open the College until 1909. For the first several years of operation the college offered secondary school and collegiate level courses. In 1920, the trustees limited the offerings to the junior college level. In 1960, the decision to resume the granting of the bachelor's degree was made, and in the Spring of 1963, the first baccalaureate degree in over forty years was awarded.

Introduction

The transition of Colorado Woman's College to a four-year institution was motivated by changing conditions in higher education, completed with amazing swiftness, and accomplished in spite of several major obstacles. In September of 1958, the first formal attention was given to the matter of expansion, and just seventeen months later in January of 1960, formal approval for expansion was given by the Trustees. Eight months later the first junior class was enrolled. The accomplishment of this task in so short a time, with the obstacles of meager endowment, limited facilities, and almost total reliance upon tuition for support, are reasons which make the expansion of Colorado Woman's College an interesting case for this study.

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[1] Colorado Woman's College, Bulletin, 1965-66, (Denver: Colorado Woman's College, 1965), p. 24.

Setting

Colorado Woman's College is located in the Northeastern section of Denver, Colorado in a quiet residential area. The seventy-five year old campus is a mixture of old and modern buildings surrounded by spacious lawns and beautiful trees. Being located in Denver, the major city in the Rocky Mountain Region, the College is provided with access to a variety of cultural and other advantages of a major metropolitan center. Although exclusively a college for women, proximity to several other institutions of higher education, and, in particular, the United States Air Force Academy, provide the campus with a co-educational atmosphere on the week-ends.

History of Colorado Woman's College

Colorado Woman's College was founded in 1888 by the Colorado Baptists. However, between the founding and the actual opening of the College, the panic of 1893 extended the period to over twenty years during which time the future of the institution was often in doubt. Finally, by the efforts and support of Baptist friends, the College was opened in 1909 and has been in continuous operation ever since.[2] The College is historically related to the American Baptist Convention, but in relation to the student body the College has been nondenominational. The Baptist Church exercises no policy-making power over the institution; however, the College has participated with the American Baptist Convention in various fund raising campaigns. The College has joined in membership with other American Baptist Colleges in a voluntary conference group known as the American Baptist Education Association.

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[2] Eugene E. Dawson, "Some Reasons Why C.W.C. Should Consider a Four-Year Academic Program" (Address to C.W.C. faculty-staff conference, September, 1959), p. 3. (Mimeographed.)

Colorado Woman's College in its early years was both a four-year college and a preparatory school. In fact it was more a preparatory school than college as shown in these enrollments of the early years:[3]

Year	College Enrollments	Prep Enrollments
1913	69	77
1914	62	66
1915	62	53
1916	61	48
1917	51	46
1918	36	54
1919	31	79

The future of the College looked rather bleak when President John W. Bailey, in 1918, noted the declining enrollments and an even more serious circumstance:

> . . . there were only two students, sisters, doing any work above the Junior College level, and only one of them was thinking in terms of a complete four-year course. It was also true that the College was not equipped in any way to do work at that academic level.[4]

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[3] Ibid., p. 3.

[4] John W. Bailey, "Autobiographic Sketch", Colorado Woman's College Archives. Reprinted, Wallace B. Turner, Colorado Woman's College, The First Seventy-Five Years (Denver: Colorado Woman's College, (1962), p. 80.

For almost two years Dr. John W. Bailey, President from 1917 to 1923, was concerned with the College's problems of declining enrollments and questionable ability to offer the four-year degree. Finally, in June, 1920, the Board followed the direction of President Bailey, and limited the academic program to two years. During this same year the College and Preparatory School were accredited by the State Board of Colorado, but it was not until 1932 that accreditation from North Central Association of Colleges and Secondary Schools was awarded.

From its opening in 1909 and throughout the following four decades, the College was plagued with problems of finance, a high turnover of faculty, and inadequate library facilities.[5] The salvation of the College during these years was the slow but steady increase in enrollment. Financial problems were so severe that at times the College was threatened with closure. During the 1920's and 1930's each year brought a new financial crisis. On several occasions, the tuition from increasing enrollments was not enough, and the College was saved from bankruptcy only by the benefaction of the friends of the College.

The Decade of the 1940's, and with it World War II, did not effect this woman's College as seriously as it did many of the co-educational institutions. However, the financial problems remained serious. Lacking substantial endowment and channeling most of the solicited funds into development of the physical plant, the College was dependent upon tuition to cover nearly all operating costs. In fact, throughout its history, the College had found it necessary to meet over 90 per cent of the operating costs with tuition. It can therefore be seen how crucial enrollments were to the solvency of the College. The steady increase in enrollments proved the most successful solution to the financial needs of the College. A summary of enrollments evidences the slow but steady increases: 1930-31, 236 students; 1940-41, 360 students; 1950-51, 424 students; 1960-61, 597 students; and 1964-65, 840 students.[6]

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[5] Wallace B. Turner, Colorado Woman's College, The First Seventy-Five Years, op. cit., pp. 128 and 133.

The Transition Period

The years of 1950-1957, under the leadership of President Val H. Wilson, the College continued to grow in enrollment and reputation of its programs. The physical plant was also expanded, and the faculty strengthened. Dr. Eugene E. Dawson became the seventh president of the College in 1957, and concurrent with his arrival was a renewal in consideration of expanding the Junior College to a four-year institution. In addressing the annual fall faculty and staff conference in September 1958, he stated:

> I would like to go out on the limb and confess a personal bias in favor of the four-year institution. The exigencies of the day, some years ago, made C.W.C. into a two year school. It was once a four-year institution, but due to economic pressures and problems, the adjustment was necessary and it became a two-year school. Well, ladies and gentlemen, I would submit for your consideration, that the exigencies of our day demand of us serious consideration in the direction of a four-year institution. And I'm prepared to defend that thesis. It seems to me that as we launch a two-year

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[6] Turner, op. cit. pp. 124, 144, 201, and Colorado Woman's College Bulletin, op. cit. 1961 and 1965.

> study, an important two-year study, we have to very legitimately keep this question in mind.[7]

Thus, President Dawson committed the College to consider officially, and come to some decision on, the four-year issue which had already been the subject of so much discussion and speculation. At the end of the first year of the two-year institutional study, the entire faculty and staff engaged in lengthy deliberation of the issue of expansion of the College. Two addresses, one by President Dawson, and the other by Dr. Paul L. Dressel, consultant to the College, had considerable weight in the eventual discussion.

In addition to Dr. Paul L. Dressel, director of research at Michigan State University, who served as curriculum consultant, the College had also acquired the consulting services of: Dr. James Doi, director of research at the University of Colorado, who was commissioned to assist the College with needed institutional research; and Dr. Robert Cochrane, director of physical plant services at the Colorado State College department of education, who was to consult the staff in the area of physical plant study and planning.[8]

Factors Influencing the Transition

In the address by President Dawson titled, "Some Reasons Why C.W.C. Should Consider a Four-year Academic Program", a stress was placed upon the timeliness of the change at that particular point in the institution's history. He also pointed out some of the ways in which such a change might serve to strengthen the total academic life of the College while enabling it to accomplish more effectively its mission in the higher education of women. The following statements are a summary of several of the remarks made by President Dawson:[9]

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[7] Eugene E. Dawson, "A Junior College Changes Status," *The Educational Record*, American Council on Education, Washington, D.C., July, 1960, p. 208.

[8] *Report to the Commission on Colleges and Universities North Central Association of Colleges and Secondary Schools*, A Report Prepared by Colorado Woman's College (Denver: Colorado Woman's College, 1961), p. 3-4.

1. The College was founded as a four-year college, but because of limited financial and faculty resources and a continuing decline in enrollment, the discontinuing of the upper-division course work in 1920 was justified.
2. Junior colleges currently being developed are almost all state supported institutions.
3. "In the last twelve years or so, we have had over a hundred junior colleges change to four-year institutions."
4. From 1954 to 1958 there was an increase of 29.2 per cent of female students attending four-year colleges. At the same time there was an increase of only 18.5 per cent of female students attending junior colleges. This was in contrast with the period between 1946 and 1953 when there was a greater percentage of increase in female students attending four-year colleges. "The 'finishing school' concept was more in vogue in that period!"
5. Private junior colleges experienced a decrease in the total percentage of junior college student enrollments from 2.50 to 1.6 per cent during the period 1947 through 1958. From these statistics it was concluded that the future of private junior colleges was not encouraging, and the transition to a four-year college was advisable.
6. Changing role and expectations of women in today's world suggests that the College can no longer be geared to an institutional program or philosophy which prevailed in 1920 and before. The four-year degree granting institution is better able to meet the needs of today's woman as is a junior college.

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[9] Eugene E. Dawson, "Some Reasons Why C.W.C. Should Consider a Four-Year Academic Program", op. cit., pp. 4-13.

7. A four-year institution provides a continuous educational opportunity for the student, rather than a highly segmented academic experience.

8. The continuous experience is less disrupting to the student, socially, academically, financially, and psychologically.

9. Transfer of credit problems are generally eliminated.

10. There are satisfactions and compensations which accrue from the faculty and staff remaining with the student through four years of maturation and growth.

11. Leadership opportunities and abilities become more prevalent during the last two years of college and upper-class women would serve as a leavening influence upon freshmen and sophomores.

12. A four-year college would provide a more substantial number of talented students.

13. ". . . it is reasonable to believe that our alumnae (program) would be strengthened through a four-year pattern."

14. A college, through a four-year program, could better meet the adult educational needs of alums and others.

15. Recruitment and retention of faculty could more easily be accomplished through a four-year college than a two-year college. Salaries are generally higher in four-year colleges, and graduate fellowships are more readily available for faculty and staff members in four-year institutions.

16. "Important professional organizations such as A.A.U.P. and A.A.C.T.E. are geared to the programs of four-year colleges."

17. As a two-year institution we miss numerous foundation and industrial grants because of our two-year status.

18. Alumnae have divided loyalties between their junior college and four-year college affiliations. Two-year women's colleges, generally have a much lower percentage of alum giving than do other institutions for this reason.

19. ". . . such a change (to a four-year program), with a modest cost differential, can be made possible because of the nature of the program which will be posed and because of the circumstances prevailing at this time in the college relative to present curriculae, staff, and expenditures."

20. "The finest qualities inherent in our present program could be retained under a four-year structure, but much more adequately exploited than we are able to do at the present time. This is the underlying premise upon which all else is based."

This lengthy summary of President Dawson's remarks concerning expansion of the College was presented here for two reasons. First, it is an example of a very thorough analysis of why the change became necessary, based upon the College's history and recent national trends in higher education. And secondly, it was reported by several of the interviewees that this address in conjunction with that of Dr. Dressel's had a conciliatory effect upon the faction of the faculty which was negative toward this idea of expansion.

Faculty opposition. A vote taken in 1958 at the Fall Faculty meeting showed a 50-50 split on the issue of expansion. The reasons cited as the cause of 50 per cent of the faculty being negative toward the transition centered around a fear of change, and what this change might mean for them personally. Many of the faculty had taught for years in the pleasant atmosphere of a girls' finishing school where there had been little emphasis on grades or academic success. Also, as the vast majority did not hold the earned doctorate, less than 3 per cent, they were concerned that the four-year college would mean pressure for advanced degrees. Another reasons was that many simply wished to maintain the status quo. In addition to these personal concerns was the sincere belief of many of the faculty that a real need for private two-year women's colleges existed in American higher education. A somewhat mixed opinion of the trustees' attitude toward expansion was held by the faculty, but generally it leaned toward the belief that they were indifferent toward the issue. In regard to the administration, however, the faculty had little doubt. The new President was openly and actively campaigning the expansion of the College.

Dr. Dressel's address, titled "Some Ideas Regarding a Four-Year Curriculum," immediately followed that of President Dawson's, at the fall conference in 1959, and it also had a reconciling effect upon the faculty. Dr. Dressel's remarks are summarized here:

1. A limited four-year degree program seems advisable for Colorado Woman's College.
2. The proposed expansion needs the thorough committment of the faculty.
3. Difficulty with present two-year program is that transfer requirements tend to dictate the program and prevent the College from planning a quality education of its own.
4. There are many advantages to continuing the Associate Degree in conjunction with the proposed four-year program:
    a) Avoids problems involving transfer of credits.
    b) Many young women want only two years of college.
    c) If the two-year and four-year group are not essentially different, then the same courses may suffice for both.
5. In 1958-59, C.W.C. offered 633½ credit hours. This is already a sufficient number of credit offerings for a four-year program.
6. The College presently has a proliferation of courses and a reorganization of the curriculum could be an economical move.
7. Dr. Dressel recommended that in moving to a four-year pattern, the College should increase its student body from 550 to 750 students by 1963.
8. This increase in enrollment should not necessitate a substantial increase in faculty and staff. It could however necessitate adding some new facilities, but the increased

enrollment would result in additional revenue and thereby not produce serious budgetary problems.

9. A new library facility is needed to meet the demands of a four-year curriculum.

After a lengthy question and discussion period, the faculty cast a secret vote on the proposal that Colorado Woman's College take further steps in exploring a four-year program. The final vote was sixty-two to three in favor of doing so.[10]

The Board of Trustees were informed of the results of the faculty's action, and in October, 1959 the Board took the following action: "That C.W.C. should undertake the orderly consideration of a four-year academic program and authorized the faculty to proceed with this development . . . ."[11]

Soon after this action another event occurred which was considered to be of considerable influence upon the favorable development toward the transition, the offer on the part of the Commission on the Education of Women to send a team of consultants to the campus to counsel with administration, faculty, and trustees. Mrs. Esther Rausenbush of Sarah Lawrence College headed this team of advisors who by their services gave the College valuable assistance.

In January 1960, the "new curriculum" was approved by the faculty, and soon afterward the trustees voted to authorize the College to a four-year program.[12]

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[10] Dawson, Ibid., p. 211.

[11] Ibid., p. 213.

[12] Newsletter from Colorado Woman's College, C.W.C. Panorama, March, 1960.

> . . . to expand to a four-year program. This new curriculum was centered around the development of a liberal arts degree for all students, with the exception of those few who chose the medical technology program.

The traditional concept of the major in a specific discipline was done away with, and in its place were ". . . areas in which there may be concentrated study."[13] The following are ten areas in which the student could concentrate her study:[14]

Art
Elementary Education
Foreign Languages
Home and Family Living
Journalism
Literature
Merchandising
Music
Natural Science
Secretarial Studies

The Associate of Arts degree continued to be offered.

Two additional factors influenced the transition of Colorado Woman's College to expand to a four-year program. The first of these was the introduction of a four-year medical technology curriculum in cooperation with a local hospital. This program was initiated in the Fall of 1959 with only nominal expense to the College as the hospital provided the additional staff and laboratory facilities. The planning for this program was carried on during the 1958-59 academic year and met with most favorable approval from the faculty, board members, and students. This program undoubtedly accelerated interest in further discussion of a four-year institution and in a way can be thought of as a breakthrough toward this new image of the College.

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[13] Report to the Commission on Colleges and Universities (A report submitted to the North Central Association of Colleges and Secondary Schools in support for request of accreditation, Colorado Women's College, Denver, Colorado, 1961), p. 3.

[14] *Loc. cit.*

The second factor which had some bearing in precipitating further transitional developments was a routine visit to the campus by two representatives of the North Central Association of Colleges and Secondary Schools. This visitation, which occurred shortly after the two year self-study had begun, served as a stimulus to this endeavor. Though the visit was not involved with the feasibility of the College's expanding to a four-year program, the team was most reassuring of this prospect. It was reported by several of the interviewees that these two factors, the medical technology program, and the visit by North Central, resulted in an increasing number of the faculty and staff becoming impressed with the possibility of a four-year program.[15]

One other factor, the acquisition of a large number of new faculty who held the earned doctorate, proved influential in expediting the eventual expansion, although not a primary factor in causing the transition. In 1958 at the time the first serious consideration was given to expanding the program, only 3 per cent of the faculty held the terminal degree. But, by 1963, the first year a senior class was graduated, 30 per cent of the faculty held the Ph.D. degree. The addition of these people to the staff was most beneficial to the instructional program of the College, however they brought new problems to the campus, which will be discussed in the next section.

Summary of factors influencing transition. President Dawson, through the direct means of addressing the faculty and board, and through indirect measures of acquiring a variety of consultants and advisors, became the primary factor which influenced the College to expand. Also, through daily administrative duties, he kept the faculty and staff pointed toward this goal. Much credit must also be given the faculty, staff, and trustees, without whose able and dedicated assistance the expansion would not have been possible. However, had it not been for the President's driving force and intuitive planning, it is certain that the expansion would not have come for a considerable time.

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[15] Dawson, op. cit., p. 210.

From the first formal proposing of the issue of expansion by the President in September, 1958, to the final authorization by the trustees in January, 1960, a total of seventeen months had elapsed. It would appear that this was a very brief period of time in which to study and deliberate an issue as important, extensive and complex as the expansion of a college from a two-year to a four-year program. This time factor appears even more critical when it is realized that eight months after the Board authorized the expansion, the first Junior class was enrolled. A questioning of this procedure seems justified in that several problems encountered during the expansion years can be attributed to having been caused, or at least became more pronounced, as a result of the brevity of this period. However, it should be noted that the College engaged in a variety of activities and experienced a general institutional climate which were collectively conducive in a rapid transition to a four-year program.

These factors and conditions which contributed to the effectiveness of this rapid transition were as follows:

1. The key people of the administration, faculty and board were interested and dedicated to the expansion of the College.

2. Research into the local prevailing conditions, as well as the national trends, indicated that private junior colleges, and especially women's junior colleges, were experiencing a decline in percentage of total junior college enrollments. The era of the finishing school was on the wane, and more and more young women were seeking the baccalaureate degree.

3. Qualified and experienced consultants proved of great assistance not only in initiating the move toward a four-year college, but also in advising the faculty and staff during the expansion period. In addition, two outside agencies, the Commission on the Education of Women, and North Central Association of Colleges and Secondary Schools gave valuable assistance and counsel.

4. Open and frank discussion among the several interested groups, faculty, students, trustees and administrators provided the essential involvment and communication.

5. Appropriate timing, which included the priming effect of the medical technology program, was of considerable importance in gaining support for the expansion and also in its rapid development.

6. A large number of other two-year colleges, including several women's schools, had or were in the process of making, the transition.

7. The general academic climate of Colorado Woman's College was favorable toward the expansion. A faculty of considerable accomplishment in formal academic degree work and a curriculum which already approximated that of a liberal arts college were evidences of this favorable climate.

8. It was believed that the added expenses of a four-year program could readily be offset by: (1) increased enrollments; (2) a reorganization of the curriculum to include a reduction in the proliferation of courses; and (3) the added availability of grants from foundation, industry and federal sources which would result from the change of status to a four-year college.

These then were the primary factors which influenced Colorado Woman's College to expand to a four-year program and to a degree also contributed to the rapidity of the transition.

Problems Encountered in the Transition

Many of the problems encountered by the College during the transition were anticipated, but the rapidity with which the transition was effected, did not allow time for the modifications, and developments which could possibly have avoided them. Other problems developed during the process of expansion that were not, nor most likely could not have been anticipated and therefore overcome by a longer transition period. In either event a number of problems were encountered during the expansion years, and those reported by the interviewees are presented here. First, the traditional organization and administrative structure of the College was such that the increasing size of student enrollment, number of faculty and changes in the prupose of the College had outmoded the existing administrative structure. Secondly, the limited endowment necessitated the heavy reliance upon tuition to support both the general operation and development of the College. Limited physical facilities, especially student housing and library, were a third area of concern during the expansion period. Fourth, raising faculty salaries and fringe benefits was a difficulty which was reasonably well overcome in view of the limited resources. And the fifth area of problems was that of the curriculum, which produced a variety of difficulties suggesting revisions and modifications of the original design.

Administrative organization. The administrative organization and structure of the College was reported as having contributed to several problem areas during the transition period. Primarily, these problems were the result of a lack of definition of responsibilities which in turn were products of an outmoded structure and greatly increasing administrative responsibilities. Several organizational changes and refinements in the administrative structure were made during the transition which point out these problem areas.

The self-study which Colorado Woman's College underwent during the period of preliminary accreditation as a four-year college seemed to have a particularly salutary effect in promoting changes toward more effective organization than previously existed. Throughout the re-organizational period a concerted effort was made by the College to maintain a climate conducive to the involvment of all faculty in the affairs of the College. Among the administrative structural changes which resulted from this study was the creation of two new vice-president positions, one for business and finance, and one for public relations. These new positions assisted in improving the function and direction of the responsibilities under these areas of finance and public relations which had not been effectively organized prior to this study.[16]

In an attempt to increase the woefully small endowment fund of the College, the Board of Trustees added an Endowment Committee charged with the responsibility of enlarging and adding to the endowment and permanent funds of the College. Closely aligned in purpose with this new Committee was the enlargement of the Colorado Woman's College

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[16] Supplemental Self-Study Report, op. cit., pp. 9-11.

Development Council from 22 to 82 members. This organization concerned itself with varied public relations activities in the interest of the College, and the added members greatly extended its range of service.[17]

The Dean of Faculty had continued to accept increasing responsibilities during the transition period and eventually it became necessary to reduce his committee assignments from sixteen to eleven, and from sole responsibility for direction and editing of the self-study report, to responsibility for one segment of the supplemental report.

It also became necessary to add several staff members in the area of Student Personnel Services. The increasing dormitory facilities required the hiring of a coordinator of residence hall programs to help overcome problems which developed in this area. The Health Services program was also expanded to meet the needs of the expanding enrollment.

To probe the operation of the college structure as it related to and was understood by the faculty, a questionnaire based on principles of sound academic organization and procedures was distributed to the entire faculty during the 1962-63 academic year. The findings of this study revealed that most members of the faculty thought the problems of Colorado Woman's College were few in number and neither great nor insoluble. The problems pointed out by the faculty were believed to be neither "unusual nor productive of serious consequences beyond rather minor irritations."[18]

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[17] *Ibid*., p. 9.

1. There is a need to improve communication between faculty and administration.
2. A clear delineation of the duties of administrative officials and of members of the staff is needed.
3. Better use of faculty time should be made in faculty, conference, and committee meetings.
4. There is too much democracy involved in making minor decisions, and some guidelines should be developed regarding what should be administrative and what should be faculty decisions.

The interviewees indicated that most of these problems were still in existence two years later and even after the administrative organizational changes.

The organizational changes in the administrative structure and function of the College were a modification of the existing structure and did not represent an over-all revision. These changes were in part made after the fact, that is an attempt to overcome problems which had developed in the administrative function of the College. Several additions to the administrative staff were made to compensate for the increased duties resulting from the enlarged enrollment. The re-organization did not however solve all problems, as the interviewees leveled several criticisms at the new structure. Foremost of these was a reported lack of involvement of faculty in policy making decisions of the College, especially in the area of selection of new faculty. Given as an example of this problem was the hiring of several new faculty in specialized areas which resulted in new course additions to accommodate their specializations without regard to the existing direction or plans in the curricular framework. There was ample indication in the number of cases cited by the interviewees that the final decisions were actually made by the President, in spite of what appeared to be a joint faculty-administration procedure.

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[18] _Ibid._, pp. 13-14.

Financial support. The major problems experienced by the College during the expansion were those in the area of financial support. The primary cause of the problems was the lack of endowment, which resulted in this source of support contributing less than one per cent of the total sources of income of the College. In addition, during the two years of expansion, there was a relative decline from .6 per cent in 1961 to .39 per cent in 1963, in the role played by endowment income in relation to the total educational and general income. A consequence of this limited support from endowment was a dependence of the College upon enrollment and resultant monies for 91 per cent of current income.[19] These figures when compared with other colleges of similar size indicate an extremely low level of endowment income. This heavy reliance upon tuition funds to support the general operation of the College presented several perplexing problems. In order to increase substantially its income the College was required to increase enrollments. However, enrollments could not be increased beyond the available resident hall space. Furthermore, even if the College was fortunate enough to receive a federal loan for resident halls, the time factor of their construction would delay for a considerable time this new source of support. Gifts were another source of income which had not been adequately exploited by the College. One interviewee reported that an investigation by the College indicated that Colorado Woman's College was far below other similar institutions in regard to the percentage of total income acquired by gifts. A major effort was mounted by the College to increase the amount of income from this source, but, unfortunately it was after this period of most critical need.

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[19] Ibid., p. 47.

Compounding this problem of limited endowment and reliance upon tuition was the constant rise in operational costs. Figure 2, page 132, shows graphically the increase in total operational costs from 1953-54 through 1963-64. In 1953-54, enrollment had decreased for the third consecutive year to 361, and operating costs were roughly one-half million dollars. Ten years later, in 1963-64, the year the first senior class was graduated, enrollments had been increased to 700, and operational costs had risen to two and one-third million dollars. Using the generally recognized rule of thumb that educational costs are doubling each decade, and recognizing that the enrollment had been more than doubled, it is seen that the College was operating quite economically in 1962-63 in relation to its 1953-54 level of expenses. Thus the transition of Colorado Woman's College did not involve a significant increase in operational costs due to the expansion, but rather this near quadrupling of costs was due to increases in expense of operation in higher education for the period and the expanded enrollment.

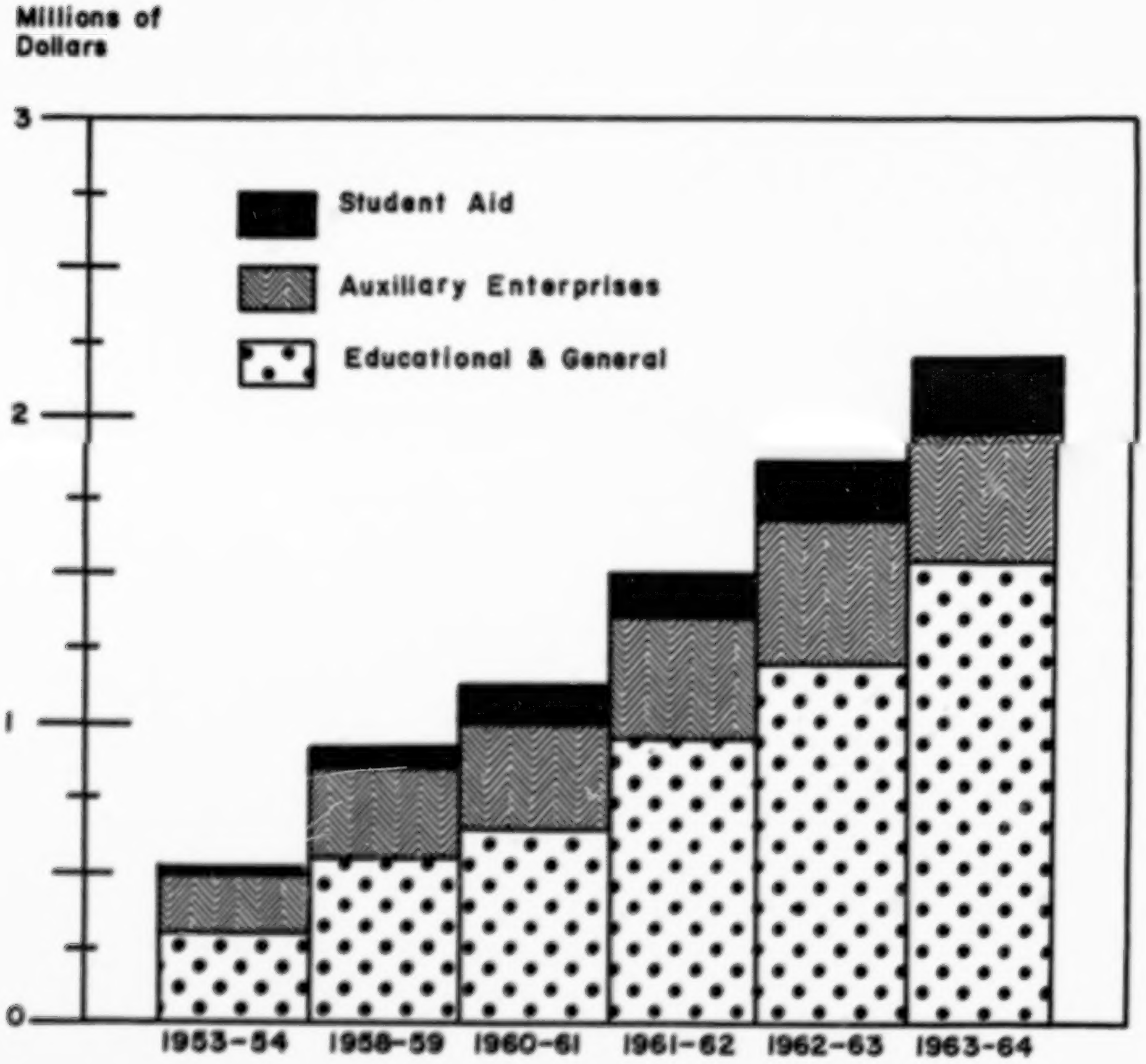

FIGURE 2

Growth in Current Operational Costs
Colorado Woman's College
1953-54 — 1963-64

Of particular note in the data expressed in Figure 2, page 132, is the sizeable reduction in auxiliary costs in relation to the total operational costs and increased enrollment. It was reported that the College was believed to be approaching a size which was much more economical to operate in relation to the size in previous years. Many of the added responsibilities due to increase in enrollment could be handled by the same auxiliary program without significant increases in cost.

During the first three years after the formal decision to expand, many significant additions were made to the physical plant of the College; these are listed below with an indication of the cost of each and the main source of funds:[20]

Whatley Chapel (1961)	$662,978.00	Public Campaign
Central heating plant (1962)	262,036.00	Debt (Current Fund)
Diningroom addition (1962)	89,277.00	Federal loan
Treat Hall Bookstore and Canteen	64,479.00	Debt (Current Fund)
Dunton Hall - Residence Hall	758,481.00	Federal loan
Rancho Tranquilo	120,000.00	Gift
Five faculty residences	85,950.00	Debt (Current Fund)
Permelia Curtis Porter Library	925,000.00	Gift

The great amount of funds and significant contribution to the College that these additions represent indicate the effectiveness of the efforts in increasing income from gift and federal sources. An additional loan of $800,000 was approved by the federal housing agency in 1965, thus enabling the accommodation of increasing enrollments toward the projected goal of approximately 1,150 students. See Figure 3, p. 135, for a description of the increases in total assets of the College.

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[20] Ibid., pp. 48-49.

For all the efforts to seek additional sources of income for the College, tuition remained the source of over 90 per cent of that income. Raising student costs was approached with caution during these years, for there was always the calculated risk of "killing the goose that lays the golden eggs." Nevertheless, costs to resident students were raised from $1,600 in 1957-58 to $2,225 in 1962-63. Student enrollment during this same period rose from 534 to over 700. This policy provided the major portion of money for the educational budget.[21] However, the policy of advances in student costs remained cautious, as the $2,225 in 1962-63 was below the average total student cost of $2,560 for twenty-seven women's colleges.[22]

Salary. Another financial problem during this transition period was in the area of improving the over-all salary structure, and fringe benefit plans. Complicating the problem of limited resources to improve this salary structure was the great desire to improve the quality of the teaching faculty and the percentage of faculty who held the earned doctorate. When it is realized that the percentage of earned doctorates was increased from 3 per cent in 1958 to 38.6 per cent in 1964, and at the same time salaries were raised over 86 per cent,

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[21] Turner, op. cit., p. 237.

[22] "Long-Range Planning Facts and Figures." Denver: Colorado Woman's College, 1962. (Mimeographed.)

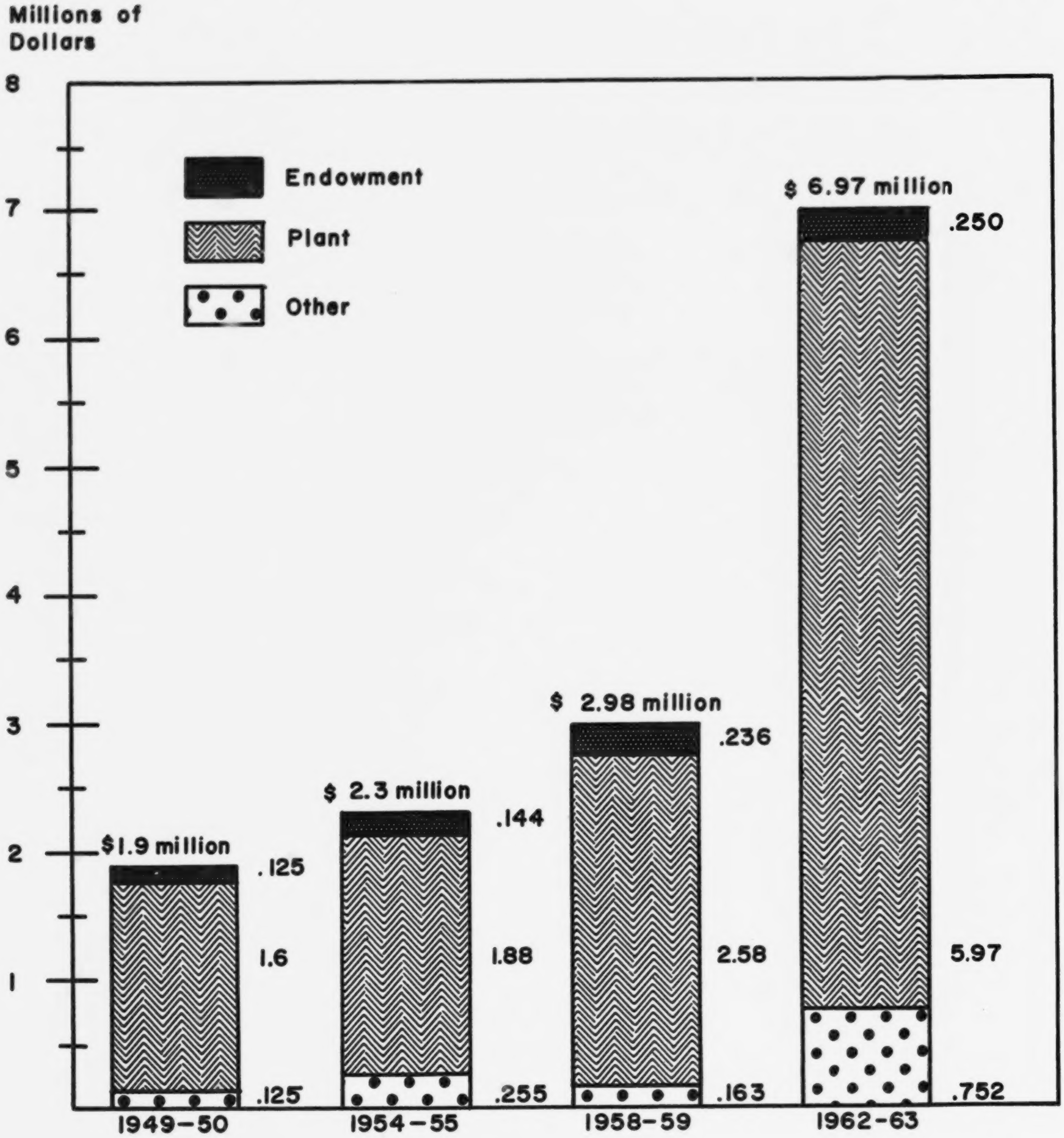

FIGURE 3
Colorado Women's College
Total Assets
1949-50—1962-63

the success of this effort was truly monumental. See Figure 2 on p. 132. However, many problems were encountered and some still remained in this area.

Salaries for full-time instructional personnel on a nine-month basis for 1964-65 were as follows:[23]

Rank	Minimum	Maximum	Median
Professor	$6,600	$13,900	$10,500
Assoc. Professor	6,500	10,200	8,850
Ass't. Professor	6,350	8,600	7,575
Instructor	5,500	8,000	7,250

Although these figures may appear low, they show a substantial advance in median salary from $5,550 in 1960-61 to $7,950 in 1963-64--an increase of 43 per cent in three years. Also, when ranked with all non-public colleges of 500 to 999 students, the Colorado Woman's College median of $7,950 compares most favorably with the nation-wide median of $6,808.[24] Significant as these increases in salary were, they still remained below the local competitive market for academic staff. By 1964, the year following the graduation of the first senior class, in addition to salary increases, the following fringe benefits had been added: full payment of premium for long term disability insurance; contribution of $6.50 toward the monthly cost of Blue Cross-Blue Shield and Supplementary Insurance coverage; travel allowance increased from $50 to $100 per year; and the College's contribution to

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[23] Supplemental Self-Study Report, _op_. _cit_., p. 24.

[24] _Ibid_., p. 29.

TIAA was increased from 7 per cent to 8 per cent.[25] These added benefits increased the ability of the College to acquire, and retain, the staff which was desired for the new programs, but it was unfortunate to the faculty and the potential of the program that these compensations had not been available much earlier, as they undoubtedly would have been of assistance in the acquiring of more talented and able teachers.

Library. One of the College's greatest needs during the transition from a two-year to a four-year college was that of a new library facility. A new structure was completed in September of 1963, which incorporated all of the most modern and up-to-date features of a college library. Although the building contained some rather questionable structural arrangements, it was reported by faculty and staff to have been such a great improvement over the previous facility that few were concerned with these difficulties.

This new facility was accompanied by an extensive modification of the administrative responsibilities of the librarian. This policy was necessary to overcome many problems which had existed in the previous organizational pattern. The position of Head Librarian was elevated to the status equivalent to that of a division chairman and thereby the relationship with the total educational operation was improved. What had been a rather weak aspect of the College's educational program had, by the first year after the initial senior class graduation, become one of the strongest assets of the College. A new facility, improved administrative organization, and greater budget allocations had accounted for this change. To the deep regret of all, these changes did not occur until three years after the expansion to a four-year program.

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[25] Addendum to Supplemental Self-Study Report (a report submitted to the North Central Association of Colleges and Secondary Schools in support for request of accreditation, Colorado Woman's College, Denver, Colorado, 1964), p. 6.

Curriculum. The new four-year curriculum adopted prior to the expansion met with several difficulties when placed in operation. The first of these problems was with the Bachelor of Medical Science degree. The first year this program was begun, in 1959-60, it attracted eleven students. However, by 1964-65 it was enrolling only three students. Although the College claimed that this program was not expensive, mounting such a program for three students appeared questionable. This seemed especially true in light of the college's limited resources and committment to a liberal arts curriculum.

A second problem of the new curriculum was with the language requirement of the foreign study program. This requirement of one year of foreign language was reported by several faculty and students as being inadequate to gain the maximum benefit from the year abroad. Another facet of the new curriculum which was reported as meeting with criticism from both faculty and students was the lack of a "major" in the new curriculum. The so-called "areas of concentration" were apparently not acceptable to many students and faculty. Students who went on to graduate school complained of the need to explain what an "area of concentration" was and why they did not have a major. Parents also expressed concern over the lack of a "major." Many faculty, frequently those familiar with the more traditional curriculum and terminology, criticized the policy. The return to the more common arrangement of majors and minors was effected in 1966, upon re-evaluation by the faculty and staff of the College.

The Associate of Arts degree program, which was incorporated into the new curriculum and maintained after the expansion, was eventually dropped two years later. A lack of sufficient numbers of students seeking this degree and the complications it presented in regard to the purpose of the total educational program were cited as reasons for its being discontinued.

Aside from the problems described above, the comments made by interviewees on the curriculum of the College were most favorable. The faculty spoke with enthusiasm and pride about the educational function they believed the College was doing and overwhelmingly offset the problems with examples of success of the new curriculum.

Summary: Colorado Woman's College

For a period of forty of its seventy-five year history, Colorado Woman's College functioned as a junior college, then in 1960, it returned to its original status as a four-year college. Changing conditions in higher education prompted this decision to expand, but it was the President who spurred the College to action and guided it through a rapid transition. This transition was characterized by its rapidity, extensive utilization of consultants and advisors, open discussion of the proposal and planning, a major curriculum revision, and the heavy reliance upon tuition as a means of support.

The major factors which contributed to the decision of the College to expand were; decline in the popularity of women's finishing schools, the large number of colleges which had or were making the transition, recommendations by consultants advising the appropriateness of this decision, greater availability of grants from foundations, industrial and federal sources, and interest and desire on the part of key people in the College.

The problems encountered during the expansion years were in the areas of; organization and administration, financial support, physical facilities, and curriculum. To some extent these problems were the result of conditions which existed prior to the expansion. The short transition period did not allow time for the rectification of these conditions. However, to an equal or greater extent, many of the problems were a product of the expansion itself, and more time would probably not have been of assistance in that many of these problems would not have been recognized or anticipated prior to their occurrence.

In most instances these problems were overcome through the efforts of an able and dedicated faculty and administrative staff. However even where the problems were solved in due time, a deep concern was justifiably felt for the people, both students and faculty, who labored under these difficulties. Perhaps a longer transition period would have helped to avoid some of the problems, but on the other hand, a long delay under the financial conditions being experienced by the College might well have negated the expansion having ever occurred and perhaps even threatened the existence of the College.

TABLE VIII

STEPHENS COLLEGE

Founded in 1833, in Columbia, Missouri, Stephens College experienced through the years a variety of educational patterns in an attempt to provide appropriate education for women. In 1960, a Bachelor of Fine Arts degree was introduced for a very limited number of students, and in 1963, the decision was made to expand the offerings in a number of areas leading to the Bachelor of Arts degree.

Introduction

Stephens College was committed for fifty years to a philosophy which holds that women need a special and unique type of higher education. But, changes in the aspirations and goals of young women and their expanding role in our society influenced the College to create several new programs. These programs took the form of an upward expansion of the curriculum to the offering of the Bachelor of Fine Arts degree and the Bachelor of Arts degree. They were characterized by a flexibility of curriculum and degree requirements which sought to individualize the program to meet the needs and abilities of each student. Another prominent feature of the transition plan was the anticipation of limited enrollment in the programs even in the ten year projections. While to some extent this restriction represented a concession to necessity, it also represented a desire on the part of the College to safeguard its distinguished two-year program. Thus, the transition of Stephens College to a four-year program was a slow progression; limited in enrollment and areas in which the degree was offered, of a highly individualized program, with the emphasis maintained upon the two-year Associate of Arts degree program.

Setting

Stephens College is located in Central Missouri in the city of Columbia, where two other institutions of higher education, the University of Missouri and Missouri Christian College are also located. The campus is compact, beautifully landscaped, and centered around the new library-learning center. Several blocks to the west of the campus is the shopping area of Columbia, and one block east is the college's 190 acre recreational area which includes stables for 35 riding horses, a lake, and a nine hole golf course.

History of Stephens College

In 1833 Columbia Female Academy was founded by the citizens of Columbia, Missouri to provide higher education for their daughters. During these early years enrollment was limited to twenty-five girls, and classes were held in the local Presbyterian Church. In 1857 the school was incorporated as the Baptist Female College. In recognition of a large endowment gift from the Honorable J. L. Stephens in 1870, the name of the institution was changed to Stephens College.[1]

In 1911 the College was re-organized, with the upper division program being discontinued, and the status of a two-year junior College being assumed. In 1912, James Madison Wood was elected President, a position he was to hold for thirty-five years. The trustees of the College charged President Wood with the development of a new curriculum designed to better meet the educational needs of young women. Unimpressed with the curricula found in other women's colleges of the day, he selected Dr. W. W. Charters to conduct a nation-wide survey of the needs and interests of American women. The findings of this study became the basis for the new curriculum of Stephens College, and through the years these concepts have been modified and developed by numerous faculty and staff studies.[2]

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[1] Stephens College Bulletin, 1965-66, Catalogue Issue. (Columbia, Missouri: Stephens College, 1965), pp. 41-42.

For the next thirty-five years under the direction of President Wood, Stephens College developed and refined an educational program for young women which gained a national reputation. The years between 1947 and 1958 saw the College grow in enrollments, increase its facilities and extend its educational offerings. Drs. Homer P. Rainey and Thomas A. Spragens served as presidents during this period.

Since 1958, Dr. Seymour A. Smith has directed the institution in a variety of instructional and curricular innovations through which Stephens College has continued its leadership role in women's higher education. Some of these innovations included: Pioneering in closed circuit television; House Plan program which correlated living and learning experiences; Amplified telephone interviews which brought students into close association with leaders in many fields; Summer abroad study programs; and Summer theater programs in Iowa and

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[2] Ibid.

Colorado.[3]

Thus, Stephens College has had an experimental attitude throughout its history. Over the years it had evolved through several different patterns of organization, from an academy, to a four-year college, to a junior college. In 1958 a self-study was begun by the College which was to prove the impetus of still another change in the organizational pattern. And, as in the past, it was reflective of the College's continuing goal to ". . . serve the realistic needs of women through creative and varied collegiate programs commensurate with the resources of the College."[4]

The Transition Period

The philosophy and form of Stephens College had continued to be, with minor modification, that which had resulted from the studies of Dr. W. W. Charters made in 1912. This basic educational program, implemented by President Wood, became a model emulated by many other colleges. However, it was believed by the leaders of the College that times were changing, and with it the role of women in our culture. Therefore, consistent with the ". . . pragmatic element of the College's philosophy which accepted social change and endorsed the need for education to conform its practices and purpose to those changes,"[5] the College launched into an extensive self-study.

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[3] *Ibid.*

[4] Seymour A. Smith, "The Bachelor of Arts Degree Program to be Inaugurated by Stephens College." (Closed circuit television broadcast to students of Stephens College, Columbia, Missouri, November 15, 1963), p. 1. (Mimeographed.)

This self-study was conducted during an eighteen month period in 1959-60, and had several unique features: It was not conducted to justify prior performance for the appraisal of some external agency; it was the decision of the faculty to conduct the study; and the openness of the deliberation between faculty and administration can be seen in the fact that many were broadcast on the College's closed circuit television. The findings of this self-study were many, but for purposes here, two of these are most important: (1) "Stephens College has historically been and should continue to be concerned with the education of women";[6] and (2) The ". . . basic program has led and should continue to lead to the Degree of the Associate of Arts. This emphasis does not or should not preclude offering the upper two college years . . ."[7]

In 1960, the first of several new program proposals to come out of this self-study was the accelerated course of study leading to the Bachelor of Fine Arts degree. The College offered this degree in the areas in which the institution believed it had its greatest strength; Music, Theater Arts, Fashion, and the Dance. The reasons cited for this expansion were, "to exploit its strengths and to meet the real needs on the part of some of its students . . . ."[8] Because of the

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[5] Seymour A. Smith, "A Bachelor of Arts Program for Stephens College," (Address to the Board of Curators, Stephens College, Columbia, Missouri, October 24, 1963), p. 1. (Mimeographed.)

[6] Lewis B. Mayhew, "Education: Conservative and Liberal," _A Report of the Stephens College Self-Study_ (Columbia, Missouri: Stephens College, May, 1962), p. 7.

[7] _Ibid_.

[8] _Ibid_., p. 20.

College's traditionally strong program in the fine arts area, for a minimal expense the B.F.A. program was incorporated into the curriculum. The B.F.A. at Stephens was designed as an accelerated program for bright students who could complete formal course work in three academic years, and in the two intervening summers complete the practical work demanded in the performing arts. It was generally agreed upon by the interviewees that this B.F.A. program had been most successful thus far. The only criticism of the program was that being concentrated into three years it placed severe demands upon the students, and left them with little time for the out-of-class activities of the College. Although a limited program in numbers, enrolling only about 40 students each year, it had a significant impact on the total College as an example of the institution's proven ability to mount and carry on a successful four-year degree program.

During the next several years, a continued analysis of the self-study and experience with the Bachelor of Fine Arts degree encouraged the consideration of four-year programs in other areas. In the consideration of expansion, three major concerns were weighed against the proposed advantages:

(1) that the integrity of the nationally distinguished two-year program be protected;

(2) that any expansion of the program be financially sound;

(3) that programs developed be consistent with the needs of women and with the enviable philosophy of the College, i.e. that it not become "just another" four-year college.[9]

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[9] Seymour A. Smith, "A Bachelor of Arts Program for Stephens College," op. cit., p. 1.

With these criteria in mind, through a series of discussions involving faculty, administration and consultants, the proposal for a Bachelor of Arts degree program was developed. Subsequently the Board approved the proposal, and the junior class was begun in the Fall of 1964, the senior class the following year. Some six years after the self-study was started, the College had expanded from the offering of the Associate of Arts degree only, to a Bachelor of Fine Arts and eventually a Bachelor of Arts.

Several aspects of the Bachelor of Arts program which were adopted need further explanation as they had a considerable effect upon the reasons for the expansion and the problems involved. First, it was planned that the two-year program would continue to be the "central core" of Stephens College. The size of the student body in the first two-year program was to remain relatively constant, increasing to 2000 by 1965. It was anticipated that within three years the upper-division program, both B.F.A. and B.A. would enroll three or four hundred students. Separate housing and separate student government were also planned for the new upper-division programs. Therefore it can be seen that a concerted effort was made to maintain the emphasis upon the Associate of Arts degree program.

Factors Influencing the Transition

In the presentation of the proposal for a Bachelor of Arts degree program to the Board of Curators of Stephens College, President Smith cited fourteen reasons for the transition. These reasons represented what was believed to be advantages in three general categories;

educational, financial and public relational. Some of these reasons are set forth here in brief summary fashion.[10]

> 1. This is factual evidence that we are currently in the midst of some rapidly changing expectations on the part of women who enter college. Larger percentages . . . going to college . . . for longer periods of time. They choose a college, therefore, with a greater sense of the importance of a four-year program.
>
> 2. The new attitude toward expanded need of education for women is accompanied by change. Anticipation of the kind of life they wish to live . . . no longer willing to settle for marriage or a career . . . they have higher expectations professionally than did preceding generations of women students.
>
> 3. Because of increased range of achievement of students currently being graduated from high school, the College will need to offer a broader range of courses to accommodate their levels of achievement. This we will have to do whether or not we offer Bachelor's work. We are already offering some courses normally offered only at the Upper Division level in other Colleges. Having more students at this level should enable us to do so more economically.
>
> 4. It is being said by admissions officers in various colleges that even able students planning to attend college for two years only prefer a college that has a four-year program. This appears to be related to prestige of the four-year institution in the public mind.
>
> 5. It is probable that the better high school students choose a four-year college in preference to a two-year college.
>
> 6. Although it is still unclear whether transfer from a two-year college will become easier as the community college continues to expand, there is a protection in this uncertain transitional period in having third- and fourth-year work offered at the College.
>
> 7. We are already offering third- and fourth-year work in the arts areas. Some complement to this in the liberal arts areas will tend toward a balance in the program and a rounding out image of the College.
>
> 8. It is probable that offering work at the Bachelor's level will become increasingly an advantage in recruiting faculty.

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[10] Seymour A. Smith, "A Bachelor of Arts Program for Stephens," *Ibid.*, pp. 1-3.

9. It is perfectly obvious that filling the institutions to capacity with quality students is helped by having students remain at the College for a third and fourth year. It seems to make very good sense to initiate a third- and fourth-year program concurrently with increasing size of the student body. Not only would the increase in size not jeopardize admissions standards but it would protect the advantages of smallness and intimacy which we cherish in our two-year programs.

10. Many foundations still limit grants and gifts to four-year institutions.

11. The outcome of having an Upper Division . . . would . . . eventually lead to a stronger alumnae organization.

12. The proposed interdisciplinary curriculum would shorten the lag between the scholarly frontier and citizen culture.

13. A growing concern is the number of personnel needs of our society which traditional programs do not educate people to fill. Many of these are especially appropriate for women and for the patterns of discontinuous employment becoming characteristic in the lines of women. The program we propose seems ideal for meeting these needs as they exist and as they will continue to develop.

14. The kind of degree we are proposing is in keeping with our traditions as an experimental college. The Bachelor of Arts degree proposed would in our judgment be a significant experiment and a "first" in at least two respects: (a) the degree of flexibility in it with emphasis on "fit" to the individual and (b) an intensity of residence experiences not available elsewhere in a Bachelor's program. The "forced growth" of students which we achieve through our residence program, involvement of students in committees, leadership positions, participation in their own educational planning is not built upon in the typical university to which they transfer. In the program we have proposed we would have the opportunity to do these things.

In addition to these factors mentioned by President Smith, which were reiterated by the faculty, staff and one board member interviewed, several other factors had bearing upon the decision to expand. The first of these was the ample physical facilities which existed. It was believed that the classrooms, laboratory and other instruction facilities were suitable and sufficient to expand the program both upward to the upper-division level and in total number of students enrolled. Secondly, the fine library facility and collection, plus the nearby library of the University of Missouri gave the College a valuable resource in this important area. Still another factor favorable toward the expansion was the adequate space available for construction of additional student housing, the only major deficiency in the physical plant's capabilities of supporting the four-year program.

In summary of the factors leading to the transition of Stephens College, it appeared that the following were most influential: (1) Changing needs and aspirations of the clientele of the College warranted the upward expansion; (2) The College was already offering one Bachelor's degree in an area of strength, and with minimal additions in faculty and facilities the transition could be accomplished; (3) The proposed curriculum would fill a need in women's higher education; (4) Emphasis could still be maintained on the primary goal of the College, that of the two-year program; (5) Status of the four-year college would help to acquire and retain a qualified faculty; and (6) The expansion would improve the financial support of the College through increased alumni contributions and greater access to foundation and federal funds.

Problems Encountered in the Transition

One of the several reasons for including Stephens College in the study was its current involvement in expansion process at the time of the visitation. It was anticipated that this might provide different insights into the nature of the problems encountered than were gained from colleges which had already completed the transition. Several of the administrative staff were, literally, at the moment of the interview, involved in making decisions concerning problems of the expansion. They commented that, lacking a referrent for these decisions, each one carried the added responsibility of being a precedent setting decision. It was also recognized that visiting a college in the process of transition could likely result in fewer problems having arisen because of the time factor. Possibly this was true in the Stephens College case, as very few problems had occurred. However, it should also be noted that several other factors contributed to this absence of problems. The first of these factors was the slowness of the development of the Bachelor of Arts program. Only 101 students were currently enrolled in the program, and the ten year projection called for only 400 students to be enrolled in upper-division programs by that time. Thus, it can be seen that the small number of students involved would reduce the potential number of problems which occurred, and especially in relation to the problems of the lower-division program which was enrolling 2000 students. A second factor which contributed to the scarcity of problems was the preparedness of the College for the expansion in regard to administrative structure, faculty and student competence, ample facilities, curriculum organization, and financial supports. Thirdly, the Bachelor of Fine Arts program instituted in 1960, though small in numbers, had alerted the College to anitcipate and avoid problems during the process of expanding the College for a Bachelor of Arts program. Therefore, the slowness of procedure, smallness of involvement, readiness, and previous experience of Stephens College all contributed to reduce the number of problems encountered in the expansion. In fact, several interviewees believed that the expansion had actually reduced the problems in several areas of the College's function.

Financial support. Financial support of the College, for example, was cited as an area where the expansion reduced the number of problems rather than causing more. The diversified curriculum of the College had resulted in the offering of many courses in the two-year College which were in effect, upper-division level courses in most other colleges. Limited enrollment in many of these courses had made them an expensive phase of the College's operation. Adding the upper two-years had caused these courses to rightly become upper-division, and had increased their enrollment, thus a saving to the College. Also, it was believed that the projected increase in enrollment to over 2500 students would not significantly increase the administrative overhead, therefore causing another saving to the College. Still more savings were expected from the decision to increase the student-faculty ratio from 1:12 to 1:14. Of course, this latter decision was not a result of the expansion, and was in fact contrary to what would be expected at a time when many, normally smaller, classes of an upper-division level were being added. However, the decision was based on a belief that a 1:14 ratio was still adequate to meet the goals of the College's program as upper-division students require less "hand-holding", and would produce a considerable economic saving in addition. One other area which would prove a saving to the College as a result of the expansion was in admission recruiting. A junior college, such as Stephens, was required to recruit twice the number of students as a four-year college of equivalent size. It was believed that as the four-year college grew, and the upper-division became larger, a considerable saving would result from a reduced number of students needing to be recruited each year. This, of course, assumed that a relatively stable size of about 2400 to 2500 would be maintained. It can be concluded, therefore, that the staff of the College believed that the expansion would not be an expensive venture, and would perhaps prove an economically profitable one. It was, of course, too soon to determine how true this belief was, and only after several years as a four-year college, would an accurate assessment be possible.

However, not all of the College's financial support problems could, or probably would, be solved by the transition. A limited endowment, which contributed less than one per cent of total operating costs of the College, resulted in a reliance upon tuition for 90 per cent of these costs. This situation had not changed appreciably over the past ten years. A breakdown of the College's sources of income shows a significant increase in gifts and grants over this same period, and represented the source of income which was anticipated to be greatly increased as a result of the transition.

Income	1954-55	1964-65
Student Fees	$2,526,000	$4,687,000
Gifts and Grants	83,000	436,000
Other Earned Income	183,000	227,000
Endowment	20,000	49,000
Total	$2,812,000	$5,399,000

Student fees, which included tuition, room and board and all fees were $2750.00 in 1965. This figure was reported as being $200.00 above the mean for costs at similar type institutions. Therefore, it was believed that this source was close to a maximum of income level for the near future, and additional support for the four-year program would need to come from gifts and grants and proposed increases in endowment contributions to the operating funds.

Administration. Only one problem had thus far been experienced in the area of administrative function, that of the greatly increased responsibilities of the Dean of Faculty. To help solve this problem more of the responsibilities of this office were being shifted to the highly organized committee structure of the College. It was suggested that an appropriate form of administrative structure during this period would have been the appointment of an upper-division course work chairman, in effect an assistant to the Dean, who could have dealt with most of the problems that developed in this area. The problems brought to the Dean of Faculty during this period were many, but relatively minor in nature, mostly having to do with scheduling, program changes and the like. Curricular in nature, but minor in importance, these probably attested to the apparent success of the over-all curriculum planning for the new program.

Faculty. The major problem in regard to the faculty during this period was the recruitment of able and talented teachers. The College was holding to a policy of requiring the earned doctorate in nearly all appointments, and it proved difficult to attract the Ph.D. holder to a College which was not emphasizing the upper-division program. Noticeably absent were problems of rank, as the faculty at at Stephens had long maintained a policy of no faculty rank, and continued this pattern during and after the transition.

In the second year of expansion, twenty-nine of the full and part-time teaching faculty held the earned doctorate, or 16 per cent of the total. While this may appear to be a low percentage in relation to other four-year colleges, several aspects of Stephens' program and traditions, both contributed to and detracted from, the seriousness of this problem. First, it was reported that the majority of these doctorate degree people were in the specific areas in which the Bachelor of Arts program was to be offered. Secondly, the present limited enrollment in the program made the ratio of Ph.D.s to students quite high. As to the reason the College did not have more earned doctorates on the faculty, it was pointed out that traditionally there had been a heavy emphasis on both the fine arts, including creative art, music and drama, and also physical education. These two general fields are not noted for a high percentage of Ph.D.s, the emphasis being rather upon performance and experience as a teacher. Furthermore, it was believed that the expansion to a four-year program would assist the College in attracting and retaining an increasing number of highly trained and experienced teachers in future years.

The area of student personnel services posed potential problems of concern to those responsible for this area of the College's program, however it was too soon to determine their range or intensity. It is possible that this high degree of concern and anticipation was due in part to the outstanding quality of Stephens' student services program, which had gained national recognition. Primarily, these concerns centered on whether the unique qualities of the two-year program could be maintained, and if it would be possible to develop an equally excellent four-year program. The two-year program had placed great emphasis upon student participation in government committee work and other activities directed toward the development of leadership. With the expansion to a four-year program the desire was to maintain this active program for the majority of the student body which were in two-year programs, and develop an almost autonomous program for the upper-division students. It was too soon to determine what the outcome of this plan would be, but the slowness of the increase in enrollment was expected to give needed time to overcome the problems as they developed.

While it was apparent that many problems could yet materialize during the transition of Stephens College, it was even more apparent that the preparedness of the College, and slowness of the expansion in numbers of students would preclude the occurrence of many problems. All of the interviewees remarked on absence of any serious problems and several commented that there were fewer now than before. In short, the transition of Stephens College to a four-year program had been a smooth and trouble-free experience.

Summary: _Stephens College_

Stephens College, after a long and distinguished history as an institution dedicated to a two-year program for the education of young women expanded its curriculum offerings to include the four-year bachelor degree. This decision to expand was influenced by the following factors: (1) The changing needs of young women; (2) The economic feasibility of the plan; (3) The strong belief by all concerned that a real need existed which could be met by the proposed programs; (4) A conviction to maintain the integrity of the two-year program while developing the four-year program; (5) Anticipated improvement in the College's ability to attract and retain talented faculty; and (6) Improved opportunity for increased financial support of the College from alumni, foundation and federal sources.

These factors were brought to light by an extensive self-study conducted for an eighteen month period during 1958-1960. The first program initiated as a result of the findings of this study was the Bachelor of Fine Arts degree which graduated its first class in 1962. The second major program to evolve was the Bachelor of Arts degree which graduated its first class in 1966. The aforementioned factors together with the success of the B.F.A. program influenced the College to offer this greatly expanded bachelor's degree program.

The limited number of problems experienced by the College during the transition were perhaps due to the fact that the visitation to the College was made during the second year of the expansion. However, it appeared that the readiness, planning, and limited size of the enrollment had, and would most likely continue to result in few serious problems. In some areas it was believed that the transition had actually reduced the number and difficulty of problems. These several factors and conditions had the consequence of a smoothly effected and trouble-free transition.

CHAPTER IX

ARLINGTON STATE COLLEGE

Founded in 1895 as a private institution, Arlington College has experienced a variety of patterns in an attempt to meet the higher education needs of the Arlington-Dallas-Fort Worth area. In 1917 the College became state-supported, and in 1959 it was expanded to a four-year institution. In 1962 when the first senior class was graduated, enrollment exceeded 9,000 students. The curriculum emphasizes programs in engineering and business administration.

Introduction

Arlington State College's transition was representative of that of large, rapidly growing, urban situated junior colleges. It rose from obscurity during the post World War II boom to become one of the largest state-supported institutions in Texas. In reflecting the needs for higher education in the area it served, the College offered full day and evening programs with emphasis on engineering and business administration. In 1965, the College was transferred from the Agricultural and Mechanical College of Texas system to the University of Texas system. The College was motivated to expand to a four-year program in 1959 by the rapid growth and increased demands for additional higher education in the Dallas-Fort Worth area. The problems encountered in the expansion were made weighty by the combination of a strong desire to maintain an excellent institution in the face of extremely rapid growth.

Setting

Arlington State College is located at Arlington, Texas, in the heart of the extensive industrial, commercial, and population center of the Greater Dallas-Fort Worth area. Within a thirty mile radius of the campus live more than two million people. The principle economic activities of the area are manufacturing and commerce, which are the major fields served by the College. The rapid growth of the area reflects the increases in enrollment and consequent growth of the campus and facilities. All evidence predicts continued growth in the area and the College with the likely probability of enrollments reaching 20,000 by the early 1970's.

History of Arlington State College

Arlington College was established in 1895 by local citizens as a private academy-college to serve the immediate area. During the period from 1895 to 1917 the school was called: Carlisle Military Academy (1902-1913); Arlington Training School (1913-1916); Arlington Military Academy (1916-1917). While under these several titles, the institution was influenced by the Webb School, a well known private academy at Bell Buckle, Tennessee.[1] Throughout this period the schools were supported by donations from private citizens of the community. But the economic panic of 1907 severely affected the community, and efforts were begun in 1914 to secure state-support.

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[1] *The Arlington State College Self-Study*, A report submitted to the Southern Association of Colleges and Schools in request for accreditation as a senior college (Arlington, Texas: Arlington State College, 1963), p. 3.

The local needs for a junior-college were apparent, and the desire was to have the school specialize in agricultural and vocational education. In 1917 the State Legislature passed an act creating a junior college branch of the Texas A & M College, named Grubbs Vocational College.[2] This school was operated as both a secondary school and the first two years of college. Strong community effort had created, sustained, and motivated the school to become state supported. In return the new junior college provided much needed vocational, mechanical, and agricultural training. In 1923 the name was changed to The North Texas Junior Agricultural and Mechanical College and in 1939 it gained certification by the Southern Association.[3]

In 1949 the College enrolled 1,790 students and was the largest junior college in the Southwest. During the same year the name of the College was changed to Arlington State College. The next ten years were to be the most eventful in the history of the College. Enrollment dropped to 1,317 in 1951, but then began a steady and rapid rise to 6,528 in 1959. See Figure 4, p. 161, for summary of enrollment trends.

Changes were also occurring in the academic interests of the students during the years 1949-1959. Engineering and business courses were experiencing phenomenal growth while agriculture and home economics remained relatively stable. Enrollment continued to rise, making the College the fifth largest of all state-supported institutions in Texas.[4]

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[2] Ibid., p. 4.

[3] Ibid.

[4] Ibid., p. 5.

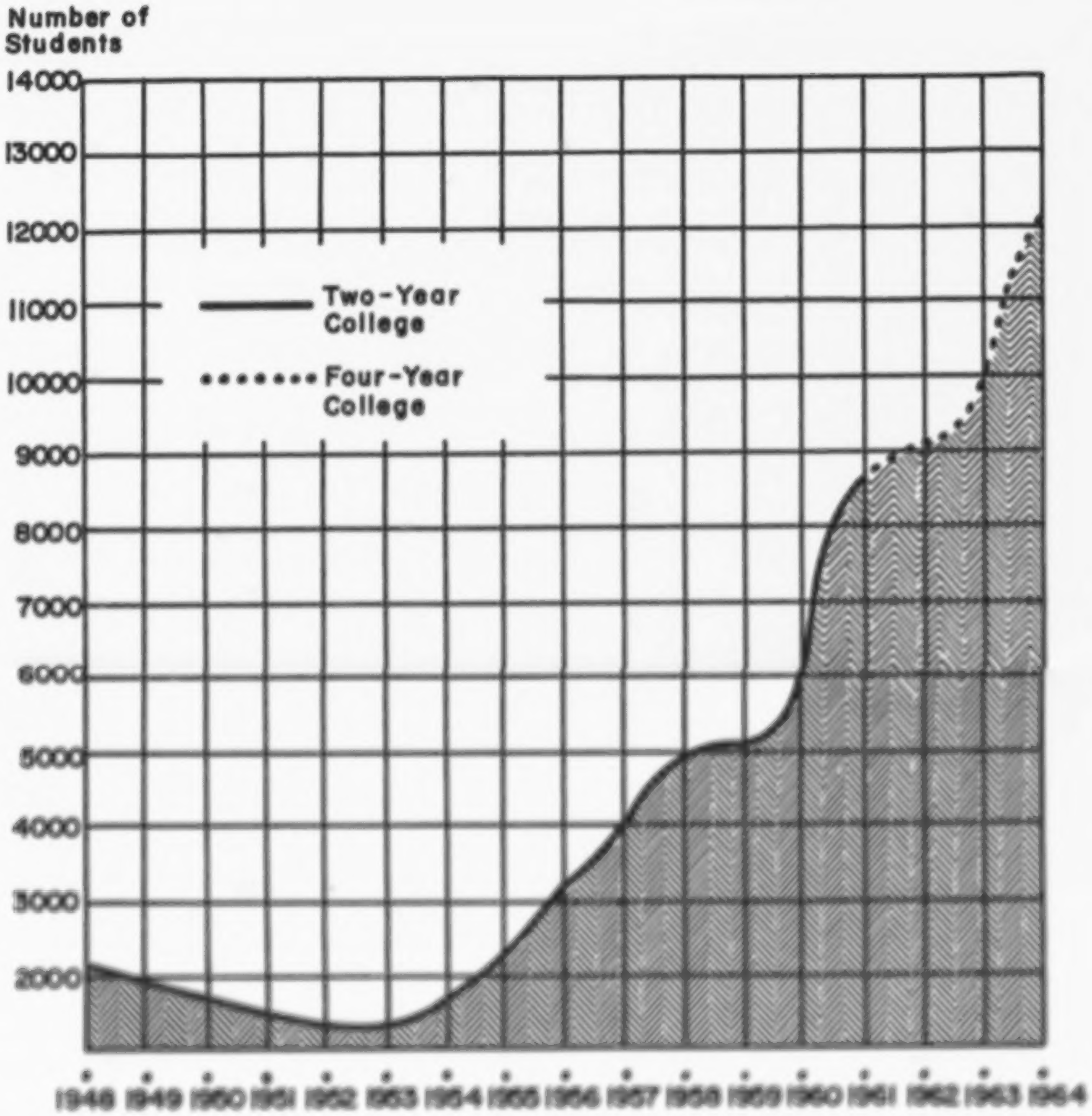

FIGURE 4
Arlington State College
Enrollment Data
1948–1964

It was becoming apparent that these rapid increases in enrollment, which reflected the tremendous growth of the Dallas-Fort Worth area, demanded additional higher education.

Transition Period

As early as 1933 there was talk of expanding the College to a four-year program. In 1938, a bill proposing expansion was defeated by a narrow margin in the legislature. World War II disrupted further action toward the transition, but the issue continued to be discussed. Community interest became active again in 1954, when a committee comprised of citizens from the Arlington-Dallas-Fort Worth area requested the Directors of the Texas Agricultural and Mechanical College System to join with them in requesting the legislature to elevate Arlington State College to a four-year status. The Texas Commission on Higher Education initiated a study to determine the needs for higher education in the area. The study which lasted over two years was found favorable toward the expansion of the College. Subsequently the Board of Directors requested the Texas Commission on Higher Education to support legislation which would enable the expansion to four-year status.

The Commission reviewed the findings of the study and recommended to the legislature that the College be elevated to four-year status. However, the Commission recommended that degree offerings be limited to Engineering, including Aeronautical, Civil, Electrical, Industrial, and Mechanical, and Business Administration. Also, all existing two-year degree programs were to be retained.[5] The recommendations of the Commission for approval of the expansion reflected the findings of the two-year study. In turn, these findings represented the factors which influenced the College to become a four-year program and gained the necessary legislative authorization in 1959.

Factors Influencing the Transition

The continuous efforts by the State of Texas to provide for the higher educational needs of its people was the most influential factor in the expansion of Arlington State College. At the time the College was expanded, Texas ranked third in the Nation in number of junior colleges, and fifth in total number of state supported institutions.[6] Cognizant of the increasing demands for higher education, the Texas Commission on Higher Education conducted an extensive study to determine the diversity and extent of these needs. The findings of this study agreed with and supported the belief of the Community and College of Arlington; that the school should be expanded to a four-year program. The major findings of this study, and consequently the factors which influenced the transition, are presented here.

Location. The College was located in the Dallas-Fort Worth area which contained approximately 15 per cent of the State's population. Furthermore, this area represented one of the fastest growing sections of the State and was among the most promising for future development. A result of this rapid growth of the area was increased enrollment which quadrupled from 1952 to 1958. A more inclusive description of these enrollment increases can be found in Figure 4, page 161. During this same period all other state-supported institutions had increased by only 54 per cent.[7] This comparison, however, is tempered somewhat by the fact that the incidence of part-time enrollment was greater at Arlington State College than at any other institution. Still another example reflecting this need for a state-supported college in the area was that it accounted for ". . . 13 per cent of all white graduates from Texas public high schools."[8]

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[5] *Texas Commission on Higher Education*. *Annual Report*, *1959*. A report submitted to the governor and legislature, (Austin, Texas: Texas Commission on Higher Education, December 31, 1959), p. 65.

[6] *Ibid*., p. 62.

Ease of development. It was also maintained that the College could with relative ease be developed into a four-year institution. The existing physical plant, space for expansion, and nucleus of a highly qualified four-year college faculty, were reasons which supported this contention. In addition, the proximity to a center of concentrated population would allow for extensive enrollment growth without the need of constructing residence halls. The College could, therefore, serve a great many students at a minimal expense to the State. It was also noted that many of these students would perhaps not be able to afford a higher education without the opportunity to live at home. In part these factors of "ease of development" overcame objections to the expansion which were based on the fact that many state-supported colleges had space for additional students.

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[7] Ibid., p. 66.

[8] Ibid.

Avoidance of duplication. The Commission, in recommending that degrees be authorized only in the areas of Liberal Arts, Science, Engineering, and Business Administration attempted to avoid duplications of programs at other institutions in the area. The four private institutions and two state-supported colleges within a radius of forty miles of the campus, were not to be adversely affected by the expansion because of these curriculum limitations.

Community support. Local political and business leaders had since 1954 been promoting the cause of expansion of the College. The Commission's study confirmed the arguments put forward by the citizens of the community. Although it is probable that the expansion would have eventually occurred without this community support, it was firmly believed by the interviewees that it hastened the process along.

Administration and faculty. The administration and faculty were solidly behind the movement for expansion of the College. During the period of rapid growth preceding the expansion, especially the years 1954-1959, numerous additions to the faculty were made. These people were given the understanding that expansion of the College was not far distant and was presumed to be a major influence in the decision of many of these people to join the Arlington staff.

There were, however, a few of the junior college faculty who opposed the expansion. But, their numbers were few and their influence negligible.

Summary of factors influencing the transition. Thus, the factors of location, ease of development, avoidance of duplication, and community and College support were influential in the decision to expand. Of these factors, the location and consequent need for additional state-supported higher education was cited as the more important influence for the expansion.

Problems Encountered in the Transition

The transition of Arlington State College to a four-year program was accompanied by a number of problems. However, the severity of the problems was lessened by extensive planning and a sound junior college program. It was reported that the development of the four-year college was greatly aided by the quality of the junior college. Arlington State College had justly earned its reputation of being one of the finest junior colleges in the State of Texas. This strong base helped the College to meet and overcome the problems of the early transition years.

During the last few years before the transition, several activities engaged in by the College helped to avoid or lessen problems of the expansion period. The first of these was the acquiring of additions to the faculty which were pointed toward the programs of the proposed expansion. Secondly, extensive planning of the proposed curriculum, including a mock or dry-run self-study, proved of great assistance. Conducted at the request of the President by the department heads and officers of the College, it was reported as being beneficial in preparing the entire College for a more elaborate self-study and the eventual transition.

These activities and conditions combined to lessen the severity of most of the problems encountered. However, problems did occur and several were quite trying for all concerned.

Physical plant. Unquestionably, the most difficult problem during the transition was the inadequacy of the physical plant. All interviewees confirmed this as the major problem. The rapid increase in enrollment resulted in the development of the physical plant being approximately two years behind the needs. At one time or another during this period, every aspect of physical facilities was in short demand. Over $6.5 million of construction was completed during or soon after the transition for classroom, physical education, library, science, administration, theater, and auditorium facilities. Yet, for all of this building the needs of the physical plant were not met, as enrollment continued to increase at a rapid rate.

Financial support. The difficulties of financial support were considered minor when compared with those of the physical plant. The state-wide formula for distribution of funds was generally adequate. Special provision for institutions in the transition to a four-year program was reported as needed to meet the unexpected expenses that occurred. However, with few exceptions the funds allocated were sufficient to meet operational cost and provide necessary supplies and equipment.

Administration and organization. Only minor difficulties were experienced in the area of organization and administration. In part this reflected the small turnover of staff during this period as noted in the fact that seven of the ten department chairmen were retained in their positions during and after the expansion. It was reported that one area of minor concern was the somewhat dictatorial administrative practices of the pre-transition period which were changing to more democratic procedures as the College expanded. In part this was believed to reflect the greater expectation and competency of the newer faculty.

Faculty. Acquisition of the needed number of talented and well trained faculty was a major problem of the transition period. This problem was particularly acute in the first years of expansion, as increasing enrollments accentuated the needs. However, in the years after the expansion the College was able to attract an increasing number of distinguished faculty with relative ease.

Little difficulty was encountered in absolving the junior college faculty into the new program. The heavy demand for lower-division teachers plus the retention of the associate degree programs were accountable for this lack of a problem. Also, the new tenure, rank, and promotion policies adopted in the early stages of the transition made provision for long service to the College.

Curriculum. The extensive planning and limited programs permitted by the legislature resulted in few problems being encountered in this area. Several faculty in areas not permitted to offer a baccalaureate degree were reported to be disappointed. But, in general everyone was pleased with the overall features of the curriculum.

Library. Arlington State College had one of the most outstanding junior college libraries in the nation. In fact it won a national award from the American Junior College Association for being the best junior college library. However, when the transition to a four-year College was made, the library proved totally inadequate. So serious was the library problem during this period that it was referred to by some of the interviewees as the most difficult of all problems encountered. Several methods employed to overcome this weakness included: (1) Comparison of holdings with other college and university libraries' shelf-lists; (2) $10,000 per year was allocated for filling in the gaps in the College's holdings; (3) Lists of needed books were given to departments to rank and additions were made according to these rankings; (4) Periodical subscriptions were doubled within two years after transition; (5) Every effort was made to acquire the best staff possible; and (6) A new library building was constructed. These steps were reported as influential in overcoming the weaknesses of the library.

Student services. The Student Services area provided many problems during the transition. Primarily this circumstance resulted from the lack of Student Services as a junior college and the great demand for these services as a four-year institution. Several interviewees reported that 90 per cent of the program was developed after the transition. This required the development or expansion of financial aids to students, placements, publications, health, counseling and intramural sports. Few problems developed in the area of student housing, in part because only one of ten students lived on campus. Continued increases in enrollment was also a problem as the program had difficulty providing adequate services for these growing numbers of students.

Summary of the problems encountered in the transition. By far the most difficult problem of the transition was providing facilities for the rapidly increasing enrollments. The library posed the next most serious area of difficulty, which was also overcome with time and money. The other problems of finance, administration, curriculum, faculty and student services were less difficult. The solid base of a good junior college and extensive planning in curriculum assisted in lessening all but the difficulties of physical plan and library. These two problems required more money and time than the College was able to acquire prior to the expansion. In part, these problems were felt to be acute by self-imposed demands of the faculty and administration to make a good junior college into a good four-year institution.

Summary: Arlington State College

Throughout its long history, Arlington State College attempted to serve the needs of the Dallas-Fort Worth area. Rapid development of the population and economy of the area were factors which influenced the College to be expanded. The community and the College were strongly influential in seeing that this need became recognized by the state's educational and legislative systems. By the time the expansion was effected, the College was well on its way to becoming one of the largest in the state.

Inability to predict, or provide financially, for the exceedingly rapid growth of the College resulted in a shortage of physical facilities during the transition period. Another major problem was the lack of development of the library resources in line with increased enrollment and added programs. Many other minor problems were experienced during this period, which were given added weight and importance by the self-imposed demands for excellence.

CHAPTER X

FORT LEWIS COLLEGE

Fort Lewis College is a state-supported, liberal arts college, serving the Southwestern section of Colorado. It was founded in 1911 as a vocational high school and began offering college courses in 1927. It became a branch of the land grant state college in 1933 and remained under the control of the Colorado State Board of Agriculture. In 1962 it was authorized to expand to a four-year program. A total of 1,100 students were enrolled when it graduated its first senior class in 1964.

Introduction

Fort Lewis College evolved from a small institution of vocational orientation into a liberal arts college as a result of the changing needs of the geographic area it served. The most recent pattern of development included the emphasis on a liberal arts curriculum and the five Divisions of Business, Biology, Education and Psychology, Humanities, and Physical Science, Mathematics and Engineering. At the time of the transition, the College adopted the trimester academic calendar. The authorization for transition was eventually gained from the legislature, although the legislative advisory committee was opposed the transition. Control remained under the Colorado State Board of Agriculture after the expansion. The transition period encountered strong community and local political support, which together with the motivation from the President influenced the College to expand.

Problems encountered during the expansion were centered around the procurement of faculty and library resources for the College. The extensive planning for the curriculum, and the delay in adoption of rank, tenure, and promotion policy, were procedures which assisted in the avoidance of problems during this period.

Setting

Fort Lewis College is located at Durango, Colorado, a city of 12,000 population in the Southwestern portion of the State. The campus is situated on a high mesa overlooking the city and commanding a beautiful view of the surrounding mountains. In 1956 the campus was moved to the present site, resulting in the buildings being new and modern at the time of transition.

History of Fort Lewis State College

Fort Lewis State College derives its name from a fort established in the area in 1880 to insure the retention of the Indians on the nearby reservation. After this need decreased, the Federal government transferred the land to the State of Colorado with two conditions: ". . . first that the facilities and land be used for educational purposes, and second, that Indian students be admitted tuition-free and on an equal basis with all others."[1] From 1911, the date of transfer, until 1933 the site was used for a vocational high school and a few college level programs. As the area grew in population the need for additional higher education increased. By 1933 the institution was offering college level courses exclusively.

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[1] The Future Role of Fort Lewis A & M College. An interim report prepared for the Committee on Education Beyond the High School of the Colorado General Assembly, (Durango, Colorado: Fort Lewis A & M College, September, 1959), p. 1.

In 1933 the College became a branch of what is now Colorado State University. In 1948 it became an independent institution but continuing under the direction of the State Board of Agriculture.[2]

As the time went on, it became increasingly apparent that the old fort site, located 17 miles from Durango, was not appropriate to serve the needs of the area. President Charles Dale Rea, assisted by local community leaders, was successful in making known to the State Board of Agriculture and the legislature the impracticability of the location. Subsequently, the move to a new campus site overlooking Durango was made in 1956. The old facility was retained for agricultural experiments and instruction.[3]

The new campus proved most advantageous to the College in every way. Evening programs were added for adults in the area, and summer work shops were conducted to aid in professional growth of public school teachers. In 1959, two summer institutes were conducted under the sponsorship of the National Science Foundation, the only such programs awarded to a junior college.

The enrollment of the College was also favorably affected by the move to the new campus. Throughout its history the College had experienced small enrollments, averaging about 90 students per year for the period 1928-1947. During the next ten years enrollments averaged around 150 students. After the move to the new campus in 1956, enrollments increased significantly to over 400 in 1959.

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[2] Ibid., p. 2.

[3] Fort Lewis College General Information Bulletin. (Durango, Colorado: Fort Lewis College, July, 1964), p. 5.

In 1959, serious consideration for expansion of the College was in progress, which included the projection of future enrollments. At that time it was estimated that if the College was expanded, 1964-65 enrollments would reach 1,030 FTE students.[4] In actuality the enrollment in 1964 was 1, 100, only 30 students below the estimate. For additional information on enrollment trends, see Table VI, p. 176. Furthermore, the College by this time was approaching the limits of its existing facilities, especially in the area of student housing.[5]

The senior college program was authorized by the Colorado General Assembly in 1962, after a period of political involvement. Control was continued under the State Board of Agriculture. In 1964 the first baccalaureate degrees were conferred.

Transition Period

As early as 1948, mention was made of the possibility of expanding Fort Lewis College to a four-year institution. At that time the College had just been made a separate institution. Previously, it had been a branch of Colorado State University. But, it was several years before this possibility was again discussed, as declining

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[4] Op. cit., p. 14.

[5] Annual Financial Report, Fort Lewis College, (Durango, Colorado: Fort Lewis College, June 1965), p. 3., (Mimeographed.)

TABLE VI

FORT LEWIS COLLEGE
FALL QUARTER ENROLLMENTS*
1937-1964

Year	Enrollment
1964	1,108
1961	625
1958	350
1955	199
1952	170
1949	128
1946	235
1943	65
1940	121
1937	92

*Data compiled from "The Future Role of Fort Lewis A & M College", an Interim Report (Durango, Colorado: Fort Lewis A & M College, September, 1959), (Mimeographed), and from Annual Budget Reports.

enrollment discouraged consideration of the transition. Several interviewees reported that the College struggled for its very existence in the early 1950s, and that much credit for its survival was due to the efforts of President Rea.

The move to the Durango campus from Hesperus, site of the old Fort Lewis, was viewed by some as a step toward expansion. The following year, in 1957, a pilot plan for the expansion to a four-year program was developed. This was the first in a series of studies and reports developed in connection with the proposed experimental curriculum and organization for the four-year program.

Late in 1959 the State Board of Agriculture authorized the administration of Fort Lewis A & M College to proceed with plans for degree-granting status. The Legislative Committee for Education Beyond High School, advisory group of the State Legislature, examined enrollments, programs and other data pertinent to Fort Lewis College. This investigation was conducted in connection with a study of all components of education beyond high school in Colorado. In its January, 1961 report, this Committee went on record as opposing the expansion of Fort Lewis A & M College to four-year status.

The State Board of Agriculture, in turn, requested and received in late January, 1961, a court ruling which confirmed the Board's power to expand the College. Subsequently, the officials of the College requested the Joint Budget Committee of the Legislature to fund a degree-granting program at Fort Lewis, to begin in the Fall of 1962. Later in 1962, the Colorado General Assembly approved a bill authorizing an appropriation of $150,000 to establish Fort Lewis

College as a four-year, liberal arts college. The College was to be operated on the trimester plan and begin offering the junior year in the Fall of 1962.

Opposition to Expansion

The opposition to the expansion of Fort Lewis College focused primarily on three factors. First, opponents of the expansion did not believe that the population of this area of the state was sufficient to warrant the establishment of a four-year college. Secondly, the proposed experiment to develop a liberal arts college on a trimester plan was considered unnecessary and, if tried, more appropriately conducted at an established institution. Third, much of the opposition toward the expansion of Fort Lewis was in reality opposition toward a much wider context, that of the planning for higher education for the entire state.

This opposition was summarized in the January, 1962 report of the Committee for Education Beyond High School, and portions of that report are presented as follows:[6]

> 1. There already existed in Colorado institutions of higher education almost every recognized field of endeavor. There were 235 different bachelor's degree programs currently being offered. Fort Lewis' expansion would add but one more, that of Engineering Management.
>
> 2. There was sufficient classroom space at existing colleges to enroll an additional 12,000 students. A large portion of this space was at upper division level.

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[6] Progress Report, Committee for Education Beyond High School, A report submitted to the Colorado General Assembly, (Denver: Legislative Committee for Education Beyond High School, January, 1962), pp. 29-46.

3. The newly authorized college at Pueblo, Southern Colorado State College, was being planned to accommodate 5,000 students by 1970.

4. Proposed additional public junior colleges in Denver would reduce enrollment at Fort Lewis as a sizeable number of students come from that area.

5. Geographic isolation was no longer a justification for the establishment of a college, as students could easily travel to existing campuses.

6. The five-county area surrounding the college grew 17.4 per cent from 1940-1960, while the rest of the state grew 56 per cent.

7. There was little geographic need for upper-division course work, as the transfer students from Fort Lewis College to other institutions in Colorado for the fall terms of 1958, 1959, and 1960, were 29, 27, and 43, respectively.

The second factor, the trimester plan, received the following opposition:[7]

1. The plan when interpreted to the Fort Lewis situation would result in an increase in faculty and not provide a savings.

2. There was no assurance that students would attend the summer or third term.

3. Students would be unable to work during summer periods and this would create a need for additional financial assistance in the form of loans, part-time jobs, scholarships, etc.

These oppositions were formulated into action when the Committee voted six to five to remain opposed to the expansion of Fort Lewis College. Subsequent meetings with legislators from the Durango area resulted in the Committee's recommendation for appointment of an outside, impartial group to study the proposal for degree-granting status for the College.[8] Within the next two years sufficient support was gained to win authorization from the legislature, but the Committee remained opposed to the expansion.

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[7] Ibid.

[8] Ibid., p. 45

Factors Influencing the Transition

It is obvious from the discussion of the "transition" and the "opposition" that the expansion of Fort Lewis College was a long and difficult task for all involved. There were several factors influential in the expansion's eventual realization. These factors are presented as being either internal or external to the College.

External factors. One of the most important external factors influencing the expansion of Fort Lewis College was the community support. Durango, and the entire Southwest section of the state through its political and business leaders, was a potent force in seeking the transition. Motivated by regional pride, sincere belief in the need, and desire for the assumed cultural and economic advantages of the proposed expansion, the community support became a dominant force. A summary of remarks made by the several interviewees on the external influences of the expansion included the following:

1. There was an increasing need at the national, state and local level for college graduates.

2. Proximity to a college influences upward proportion of local population that will attend college.

3. Residents of Southwest Colorado were isolated by topography and distance from institutions offering degrees. The nearest four-year college was 152 miles away.

4. A survey conducted by the Durango Chamber of Commerce showed need in the area for additional higher education.

5. A degree-granting institution would bring cultural and economic advantages not afforded by a two-year college.

6. An alarmingly high proportion of public school teachers in the surrounding area did not have their bachelor's degree. About 20 per cent were teaching under "emergency" certification, and the four-year college would assist in upgrading their professional preparation.

7. The state needs a small liberal arts college of an experiemental orientation.

8. The State of Colorado needs to prepare for the anticipated increases in enrollment in the next decade.

Internal factors. In addition to these external factors there were internal factors of equal or greater importance in influencing the transition. Several interviewees who were active in the transition processes and who had been associated with the College for many years agreed that one internal factor was the most influential of all. This factor was the then President of the College, Dale Rea. President Rea was credited with the initiating and sustaining of the process of expansion of Fort Lewis College. His efforts toward this goal were tireless and forceful and it was believed that without his presence the transition would have not occurred for sometime. President Rea resigned in 1962 and his successor, Dr. John F. Reed, brought equal enthusiasm for the expansion of Fort Lewis College.

Ease of Expansion. Several other internal factors associated with assumed ease of expansion were cited as reasons influential in the eventual transition. The first of these was the new and modern physical plant, constructed within the last five years. A second factor was that Fort Lewis was already a state-supported institution under a state-level governing board, a condition that was believed would facilitate the transition. Third, Fort Lewis College had at the time one of the lowest per student operating costs among the state-supported institutions, a factor which exemplified sound fiscal procedures.

Faculty. The faculty were also solidly behind the proposed expansion. This faculty had worked long and hard to promote the concept of Fort Lewis as a four-year institution. Frequent reference was made to the success of their students who went on to other institutions. Also, they made mention of the fact that a large portion of the curriculum was already geared to a program which paralleled that of four-year colleges in the state, and represented a sound base upon which to build the four-year programs.

Summary: Factors influencing the transition. A number of factors both internal and external were influential in the expansion of Fort Lewis College to a four-year program. Strong community support and an active role by local political leaders had considerable influence. Internal factors were also influential, especially the leadership of the President, and circumstances of board control and physical facilities. Faculty support and demonstrable success of the junior college program were other important factors.

Problems Encountered in the Transition

Fort Lewis College reported experiencing very few problems during the transition. Several reasons were cited for this absence of difficulties: (1) Extensive planning for the proposed expansion was reflected in a curriculum that needed little modification; (2) The newly constructed physical plant was added to as found necessary during and after the transition, and was with few exceptions very adequate; (3) A policy of delayed action on rules of rank, tenure, and promotion avoided problems in the area of personnel relations; and (4) A high level of morale and cooperativeness between the faculty and administration helped to quickly solve and overcome most of the problems. However, there were some areas of difficulty encountered and possibly others which were not fully recognized by the several interviewees.

Faculty. The most frequently referred to problem which was also reported as being the most difficult to surmount, was the procurement of talented and well trained faculty. Fort Lewis had an able and dedicated faculty as a junior college. However, the addition of new programs, focus on liberal arts education, and increasing enrollments required the acquisition of many new faculty. The need for higher salaries to compete on the academic market for people who held the earned doctorate was offset to some extent by the ideal climate and beautiful scenery the College's location offered. Another appeal to some prospective faculty was the small college devoted to teaching as its primary goal. The advantages and disadvantages were apparently equally enough divided to make the problem of acquisition of faculty one which remained throughout the transition. By 1964 the year the first senior class was graduated, the College had acquired a talented and well qualified teaching staff, 25 per cent of which held the earned doctorate.[9]

Library. Another major problem during the transition period was the development of the library resources of the College. A new facility built soon after the transition was the answer to much needed space f;r the function of the library. Concerted effort to develop the library holdings had been successful in overcoming many of the weaknesses in this aspect of the library. Also, additions to the periodical resources were greatly increased during the transition years, although back issues were limited in a number of areas. The limitations of the Fort Lewis library was an example of the great amount of time and money needed to adequately prepare a junior college library to meet the needs of a four-year program.

Curriculum. The extensive planning for the proposed curriculum had anticipated and avoided most of the potential problems in this area. Careful study had proven effective in determining appropriate programs and degree fields. However, the human element was difficult to overcome and created some minor problems. The implementing of more rigorous standards was a problem in some departments. The junior college image and traditions were eventually overcome as the transition progressed. New faculty and careful supervision at the department level assisted in rectifying these problems.

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[9] Fort Lewis College, General Information Bulletin, op. cit., pp. 39-43.

Financial support. The financial support of the College was reported as being a serious problem in the early years of the transition. However, as the expansion progressed these problems were resolved through appropriations and prudent management. More funds would have, of course, been desired, but the lack of needed funds in general was not a major problem.

Administration and organization. The major problem in the area of administration and organization was reported as being the development of confidence on the part of the legislature and board that the college was now being operated in a forthright and honest manner. Also, there was an attempt to avoid political involvement in the conducting of the College's affairs. These procedures were cited as being necessary to overcome some unfortunate circumstances which had developed prior to the transition. The re-organization of the College into a divisional structure was accomplished without difficulty.

Student services. The area of student services produced only minor difficulties during the transition as a result of preparation which began as early as 1957. Extensive planning, a training program for personnel, and procurement of able new staff were believed to account for this lack of serious problems during the transition period. Even the extensive enlargement of the student housing program was conducted without serious difficulty.

Summary: Problems encountered in the transition. Few serious problems occurred during the transition as a result of extensive planning, adequate plant, appropriate academic programs, and able leadership. Exceptions were in the areas of faculty acquisition and library services. Both of these problems were being overcome with additional time and funds.

Summary: Fort Lewis College

The changing patterns of Fort Lewis College was a reflection of the general rise of educational achievement in the nation. Before the turn of the century the College offered secondary and vocational education to the people of Southwestern Colorado. In the 1930s the need for vocational education was not as great as that of college level training, and the College modified its program to include only college courses. After World War II the increasing emphasis on college trained skills again prompted modification of the College's offering and expansion to a four-year institution. Local factors of prestige, expanding population, need for additional education, were utilized by the communities, citizens, and the College President to effect the transition to a four-year program. In part, the problems encountered in the transition were the result of inadequate planning for the needs of the College library, and the lack of funds and necessary time to acquire the desired instructional staff. The few problems encountered in the other areas was a credit to the planning and hard work of all concerned.

CHAPTER XI

SOUTHERN COLORADO STATE COLLEGE

San Isabel Junior College was founded in 1933 as a private junior college, in 1937 it became the local tax-supported Pueblo Junior College, and today it is Southern Colorado State College. In 1961 the Colorado General Assembly, by legislative action, established the College as a four-state institution of higher education offering the Bachelor of Arts, Bachelor of Science, Associate of Arts and Associate of Applied Science degrees. At the time of transition a total of 2,471 students were enrolled; there were 1,274 day students and 1,197 evening students enrolled in college-parallel and terminal-vocational programs.[1]

Introduction

The development of Pueblo Junior College and its eventual expansion into a four-year college was an example of community effort. Whereas the initiating desire and sustaining forces for expansion of a college most often come from the faculty and administration, it was not so at Pueblo Junior College. Rather, it was the people of the City of Pueblo and the surrounding area who became the driving force behind the movement to expand the College into a four-year state college. Although it is not unusual to find strong community support for a college, it is uncommon to find support as extensive and intensive as that of Pueblo. Furthermore, there is little doubt that the expansion of the College would have been delayed a considerable time without this vigorous community effort.

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[1] Southern Colorado State College Bulletin (Pueblo, Colo.: Southern Colorado State College, 1960-1961), p. 20.

The College Setting

Pueblo, Colorado, is located in the southeastern quadrant of the state on the high arid plains thirty miles east of the Rocky Mountains. Heavy industry, mining, trade and agriculture comprise the major economic pursuits of the 150,000 inhabitants of the greater metropolitan area.

Recorded history of Pueblo dates back to 1673 when a Spanish expedition established a camp near the present site of the city to halt the westward advance of the French. For two centuries Pueblo was a trading center, first for the Indians and later for the miners. Pueblo, Spanish for "village," or "community," was settled in 1842 and incorporated as a city in 1873.

The beginning of the twentieth century brought with it for Pueblo the development of a large complex of steel mills. The city was labeled "Smoky Little Hamlet," "Pew Town," "Mexican Milltown" and other similar derogatory names. Waves of immigrant labor drawn to this industrial area resulted in a society of tightly knit ethnic groups of Italian, Negro, Slavic, Spanish-American, and Anglo descent. This diversity of people and mores contributed to disunity, lack of civic pride, and a defensive attitude of the citizens of Pueblo.[2] The strong support of the Junior College assisted in overcoming this lack of unity and civic pride. When the movement for a four-year college began, these factors contributed to the majority of the citizens' supporting the expansion of the Junior College.

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[2] Materials for this section have been taken from several circulars distributed by the Pueblo Chamber of Commerce.

History of Pueblo Junior College

In 1933, San Isabel Junior College of Pueblo was founded by a group of community leaders as a private institution. A year later the name was changed to Southern Colorado Junior College to broaden the geographic identity. In 1937 Pueblo County established a Junior College District and changed the name to Pueblo Junior College which it retained until the expansion to a four-year college in 1962.

The Junior College was formed to (1) provide two years of college instruction in the arts, literature, and science . . . (2) provide terminal courses for those who wish to complete general education . . . (3) provide adult education . . . (4) provide vocational (educational) opportunities . . .[3]

As the College matured it became, in the broadest sense, a community college, fulfilling the four-track program outlined above. In 1951, Pueblo Junior College received full accreditation from North Central Association of Colleges and Secondary Schools. The college gained national recognition its quality, especially in areas of vocational-technical training.

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[3] "Meeting Minutes" (Pueblo, Colorado: San Isabel Junior College Board, Pueblo, Colorado, June 28, 1933), p. 1.

The vocational-technical program leading to the Associate of Applied Science degree experienced extensive development immediately following World War II and the post-War years. The reputation of this program spread throughout the region to the extent that the College became thought of as a vocational-technical junior college. This was an erroneous assumption, for at no time did the vocational-technical program exceed thirty per cent of the total enrollments as shown in Table VII, page 192.

Throughout its history the College had shaped its programs to meet the needs of the community. But the needs were changing, and many people believed that they were beyond the scope of a junior college.

Transition Period

Large numbers of veterans returning from World War II seeking higher education prompted the consideration of expanding Pueblo Junior College to a four-year college. But it was to be over ten years before formal action was taken.

> On December 13, 1956, the members of the Committee Board of Trustees and the President met with Mr. Vincent Massari, State Representative from the Pueblo District, and other legislators to discuss the promotion of a plan to make Pueblo College a four-year college.[4]

Following this meeting, President Marvin Knutson outlined in a paper distributed to faculty and friends of the College several

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[4] Harold A. Hoeglund, "History of Pueblo College" (unpublished manuscript in the process of completion, Southern Colorado State College, Pueblo, Colorado, 1965), p. 50.

TABLE VII

PUEBLO JUNIOR COLLEGE ENROLLMENTS: ACADEMIC AND VOCATIONAL PROGRAM*

Year	Total Enrollment	Number in Academic Program	Number in Vocational Program	% of Total in Vocational Program
1948	560	517	43	8.3
1951	589	531	158	29.7
1954	590	454	136	30.0
1957	825	697	128	18.3
1960	2,075	1,920	155	7.4
1962	2,392	2,226	166	7.4

*Data for Table taken from unpublished manuscript titled "History of Pueblo College," by Harold A. Hoeglund.

"problems to be faced before launching into a four-year program."[5] The following seven points were taken from the paper.

> 1. Study the experience of other such institutions which have moved from a junior college to a four-year college . . . it would seem that many lessons could be learned from their experiences.
>
> 2. Time should be taken to study the problems uncovered in this study of other colleges.
>
> 3. Expense of a four-year municipal college is beyond the ability of the already over-taxed city and county of Pueblo.
>
> 4. It would be a considerable time before a four-year college could gain the relative quality and recognition held by the Junior College.
>
> 5. People of Pueblo would not be satisfied with a liberal arts college, but would in fact want a university. This would take a great deal of time and money and especially as the people would wish to continue the present terminal technical and adult educational programs.
>
> 6. Once a four-year school is established, it will not be long before demands will arise to give graduate work. This program is costly and requires a terrific outlay of equipment and faculty.
>
> 7. The City of Pueblo obviously cannot support such a program and therefore it becomes a problem of state support.

The problems posed in this paper by President Knudson ended consideration of expansion of Pueblo Junior College in any form other than a state-supported college.

The majority of the faculty and administrators of the College were reluctant, and in some cases openly negative, toward the expansion to a four-year college. But eventually most, if not all, were swayed to a positive attitude toward the issue. Throughout this five-year period, 1956 through 1961, it was the community leaders, businessmen, and local politicians who promoted the efforts to expand the College. A groundswell of public interest developed in the community of Pueblo, and the issue of establishing a four-year state college in Pueblo was aligned with civic pride and community status.

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[5] "Founding a Four-Year College in Pueblo" (paper distributed at Pueblo, Colorado, January 27, 1957), pp. 1-3.

It was not long until the issue became of state-wide concern and erupted into one of the most heated educational-political issues in state history. Editorials debated the pros and cons in Pueblo and Denver newspapers. Feeling ran high and tempers hot over this issue of expansion of Pueblo Junior College.

> . . . it is about time for somebody to tell the politicking legislators of Southern Colorado that they have no business trying to set up any more four-year colleges.[6]

This was but one of many editorials in Denver newspapers which charged "Inferior Education," "Pork Barrel," "Costly and Irresponsible," and "Wasteful Folly." The Pueblo newspaper, the *Pueblo Chieftain*, under the editorship of Mr. Frank Hoag, Jr., an original board member of the Junior College, led the support for expansion. Had it not been for the untiring efforts of Mr. Hoag, Mr. Massari, and other leaders of the Pueblo area, the expansion of the college would have been delayed for a considerable time.

Opposition to Expansion

Opposition to expansion of Pueblo Junior College to a four-year state-supported college developed within various groups and factions throughout the state. While this opposition was directed at the Pueblo

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[6] Pasquale Marranzino, "Politics and Education," *Rocky Mountain News*, January 10, 1961, p. 28.

Junior College expansion in particular, it was more accurately an expression of concern for a much broader context, the entire statewide planning for higher education.

In 1959, a House Joint Resolution of the Colorado General Assembly created a Committee on Education Beyond the High School. The purpose of this Committee was the study of needs of education beyond the high school in Colorado. It was composed of nine legislators and fifteen advisors. These advisors represented a cross section of the public and private education in the state. The Committee made the most thorough and comprehensive study of higher education ever made in Colorado. In addition to numerous meetings and visitations to every institution of higher education in the state, the Committee engaged the services of six nationally prominent authorities for consultation. These included Dr. S. V. Martorana, Division of Higher Education, U. S. Office of Education; Dr. T. R. McConnell, Chairman of the California Center for Higher Education; Dr. John T. Wahlquist, President of San Jose State College, California; Dr. L. S. Woodburne, Dean of the College of Arts and Science, University of Washington; Alfred W. Baxter, Specialist in Campus Planning, California; and Dr. C. C. Colvert, Professor of Education and Junior College Consultant, University of Texas.[7]

In numerous reports, the Committee recommended legislative action on all major higher education issues confronting the State, including the proposed expansion of Pueblo Junior College. Of particular import to the Pueblo case was the December 1961 report which "charged the Colorado Legislature to adhere to twelve criteria when time comes to plan for new senior-campuses in the state."[8] These twelve criteria are briefly described here.

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[7] _Ibid._, p. iii.

1. Fullest expansion of present senior colleges should be made before new campuses are established.

2. Sufficient enrollment potential assured before new colleges are established.

3. Duplication of existing program should be avoided.

4. The cost of establishing new campuses should not exceed that of expanding existing institutions for the same number of students.

5. Planning new campuses should be undertaken on a state-wide basis.

6. Extension of public support must take into account the opportunities offered by private institutions.

7. The main consideration in establishing new campuses should be to serve the greatest number of eligible students.

8. New senior colleges and universities should be entities apart from any existing public junior college.

9. The community in which a new campus is to be located should have a population of at least four times as great as the student enrollment of the proposed institution, and should be able to offer social and cultural opportunities to enrich the college program.

10. The primary purpose of establishing a new campus should be to serve the educational needs of the state's college-age population as opposed to providing economic or cultural advantages to a particular community.

11. The control of the new campus should be placed under an existing board of control rather than a new board.

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[8] "Recommendations of the Committee for Education Beyond the High School" (Denver, Colo.: Committee Study Number 2 to the Forty-third General Assembly, January, 1961), pp. xviii-xlv.

12. The new campus should be financially supported in the same manner as other public senior colleges with similar functions and programs.

The Committee had selected several of these twelve recommendations from a report titled "A Suggested Program of Higher Education for the State of Colorado Including Universities, Other State Colleges and Public Junior Colleges," by Dr. C. C. Covert of the University of Texas.[9] This report was most unfavorable toward the expansion of Pueblo Junior College. In particular, items 1, 2, 3, 4, 5, 8, 10 and 11 as described above were in direct contradiction to a report titled "Justification of a Four-Year College in Pueblo," which had been submitted to the Committee by Pueblo Junior College.

Another argument frequently presented in opposition to the expansion of the Junior College was the fear that the technical-vocational and adult education programs would disappear from the curricula of the proposed senior college. This position was based upon the following assumption: (1) Terminal-vocational programs of a technical nature are expensive, and history evidences that they have been dropped from the curricula of every college which has evolved from a junior college; (2) As the senior college develops, faculty replacements will not be made in areas other than the programs leading to the baccalaureate degrees; and (3) Although the present faculty and administration may struggle to keep the terminal program alive, new presidents and new faculty will most likely forget this function as it is not typical of the nature of four-year colleges.[10]

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[9] Ibid., pp. 2-8.

To counteract the Colvert Report and the consequent unfavorable committee attitude toward expansion, Pueblo Junior College acquired the services of Dr. C. W. Kreger, Provost at Miami University, Ohio. Dr. Kreger's report was much more favorably inclined toward the expansion, even to the point of suggesting a local board of control for the College, separate from the State College Board. But the Committee remained firm on its position and concluded that:

> Junior colleges established under the public Junior College Act should remain two-year colleges. Whenever need develops for additional senior colleges, campuses should be established separate and apart from existing junior colleges.[11]

Discouraging as this report was to the supporters of the expansion, they renewed their efforts and in the following session of the State Legislature they were successful in gaining approval of the expansion of Pueblo Junior College to a four-year state supported college. The means utilized to overcome both the state-wide opposition and the recommendations of the Committee on Education Beyond the High School are discussed in a later section of this case study under the heading, "Factors Influencing the Expansion."

Senate Bill No. 32

Senate Bill No. 32, "To Establish the Southern Colorado State College at Pueblo, Colorado," was passed by both houses of the State Legislature and signed into law by Governor Steve McNichols on

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[10] *Ibid*., p. 5.

[11] *Ibid*., p. xxxiii.

March 10, 1961. The law called for the College to evolve from Pueblo Junior College, be under the control of the trustees of the state colleges and offer the Bachelor of Arts and Bachelor of Science and Associate of Arts and Associate of Applied Arts degrees. The law further stipulated that no later than Spetember 1, 1962:

> The trustees shall have developed and adopted a comprehensive plan of courses of study to be provided and offered in said college, the projected development of the campus of said college and capital cost and estimated operating expenses for a period of at least five years in advance.[12]

An allocation of $50,000 accompanied the passage of Bill Number 32 for the purpose of planning the expansion of the College. The legislature had withheld all other funds for the College subsequent to approval of the "comprehensive plan." Dr. H. Grant Vest was appointed by the Board of the State Colleges of Colorado as Director of Planning for Southern Colorado State College. The report was completed and approved and Southern Colorado State College enrolled its first junior class in September, 1962.

Factors Influencing the Transition

The transition of Pueblo Junior College had been a long and difficult battle for all concerned. Struggle for legislative approval had distorted some of the original reasons for the expansion. But one factor remained clear and dominant throughout this period, and that was that the community wanted, in fact demanded, a four-year college for their city.

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[12] Chapter 228, State Laws of Colorado, (Denver, Colorado: Colorado State Printing Office, 1961), p. 1.

External factors. Unquestionably, the initiating force and the continuing drive for the expansion of Pueblo Junior College was an external factor, the citizens and leaders of the community. During and even after the expansion there was evidence that faculty and administration questioned the advisability of the expansion. Underlying the community's desire for a four-year college were three major reasons. The first of these was considered by the interviewees to be a reflection of the citizens' attitude toward their city, discussed previously under the heading, "College Setting." A defensive attitude toward a long-established image of the city was breaking down, and a new civic pride was developing. The prospect of having a four-year college was considered a significant step toward improving the image and status of the community. In a presentation before the Committee for Education beyond the High School by Pueblo citizens, the values of the proposed institution were lauded.

> . . . Not only from a cultural and educational standpoint, but from an economic standpoint . . . population and economic development in Colorado is centered in the northern part of the state, and in every instance and in every facet of the development, four-year colleges and universities have preceded the economic development by more than a generation . . . the concept of economic expansion is influenced by the existence of adequate educational facilities for employees and their families to almost as great an extent as the availability of markets, manpower, management, materials and money.[13]

Another expression of these reasons for community support of the expansion was the often-mentioned fact that Pueblo was the second largest population center in the state, and one of the three such areas in the country of similar size without a four-year college.

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[13] "Minutes" (Legislative Committee for Education Beyond the High School: Denver, Colorado, July 23, 1960), p. 3.

The third, and perhaps most often stated of the community's reasons for seeking the expansion, was the almost self-evident need for an institution of higher education in this area of the state. The locations of existing state-supported institutions were far beyond a reasonable distance for students to commute.

Institution	Miles
Adams State College, Alamosa	123
Colorado School of Mines, Golden	125
University of Colorado, Boulder	137
Western State College, Gunnison	160
Colorado State College, Greeley	163
Colorado State University, Fort Collins	173

Thus, students from the Pueblo area were required to live away from home, thereby greatly increasing the cost of their education.

Added to this factor of distance was a projected 55 per cent increase in high school graduates for the next ten-year period, and an existing lowest percentage of high school graduates attending college. Distance from a four-year college was attributed to be the cause of this low percentage of students attending college, and a problem that would be magnified by increased numbers of high school graduates.

Internal factors. Although the initial efforts to expand the Junior College were not internal, as the movement progressed the faculty and administration contributed substantially to its eventual success. Some critics questioned the good faith of the college staff who reversed their original attitude toward the expansion. Apparently, these critics were unable to understand the long tradition of the staff of the Junior College seeking to serve the educational desires and needs of the society.

During the period prior to the transition, many of the faculty members and administrators worked ably and diligently with the community leaders to promote a four-year college for Pueblo. Pueblo Junior College's success, of which they were justly proud, was the basis of their argument for the expansion. These successes included: (1) Two-thirds of the graduates had, over the previous ten-year period, gone on to four-year colleges; (2) The size of the existing enrollment was over two thousand students, indicating the ability of the area to support a four-year curriculum. See Figure 5, page 203. (3) The established program of academic offering formed a sound foundation for the upward expansion of the curriculum; (4) The Junior College had been fully accredited by North Central Association of Colleges and Secondary Schools; (5) The faculty and administration were experienced and capable; (6) The financial condition of the Junior College was sound. These tangible assets of the College were expounded by the faculty and administrators both in the local community, at the State Legislative session and in numerous legislative committee meetings. Thus, the staff of the Junior College became an influential factor in causing the College to expand.

Summary of the factors influencing the transition. Factors external to the Junior College, the desire of the community and growing student population of the area, were the factors most influential in causing the Junior College to expand. The eventual support of the

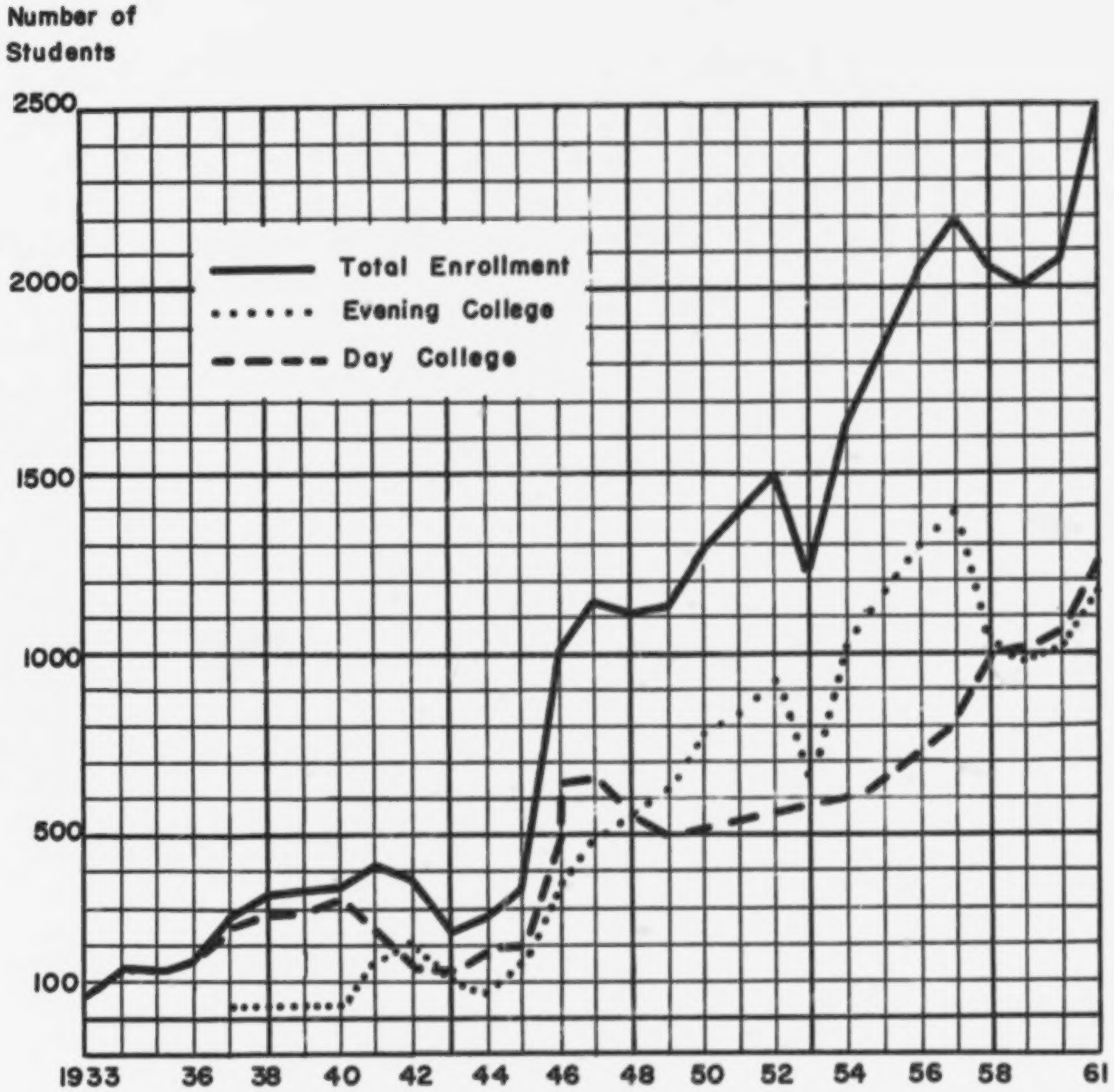

FIGURE 5

Southern Colorado
State College
Enrollment Data
1933--1961

Junior College staff was an internal factor which had influence primarily through the quality of the program which had been developed. These two external factors and the internal factor united to form the basis upon which arguments against the opposition to the expansion were made. Specifically, these factors met four of the twelve criteria established by the Legislative Committee for Education beyond the High School, items 2, 7, 9 and part of 10 shown on page 196. However, these factors did not meet the remainder of these criteria, items 1, 3, 4, 8 and part of 10. Although arguments against these last five items were presented, in the final analysis the opposition was swept aside by the community effort, as expressed through political pressure at the State Legislative session.

Problems Encountered During the Transition

Beneficial as the support of the community was to the eventual expansion of the Junior College, it created a unique situation in regard to several of the problems experienced by the College during this period. Thus, in addition to the normal or typical problems of a transition, Southern Colorado State College also had several problems which were intensified by the community's desire and efforts for a four-year college.

Faculty. One effect of this community effort, which proved of major consequence during the transition, was the faculty's attitude toward the transition itself, their changing responsibilities, and the numerous changes in purpose and procedure. A majority of the interviewees commented that because the initial idea, desire and drive for expansion came predominantly from the community, the faculty were less willing to accept and work for the idea than had it been their own. Expression of this attitude was manifested in several ways. First, there was a concern that a four-year college would bring a reduction rather than a rise in the faculty's professional status. The regional and national reputation achieved by Pueblo Junior College would, at least in the immediately foreseeable future, be exchanged for a mediocre four-year college. Secondly, it was reported that most of the faculty believed that the four-year college would create pressure for the terminal degree, and furthermore that those who did not earn or already hold the Ph.D. would suffer loss of status, rank, and future promotion opportunities. Thirdly, many of the faculty feared that the expansion would mean the end of the vocational-technical and adult education program which they believed were needed by the community and state. Consequently, to many of the faculty, perhaps to even more than were willing to express their views, the prospect of the transition to a four-year college was threatening. This was particularly the case for the older teachers who believed themselves beyond the age appropriate for working on an earned doctorate degree. Also, this attitude was reflected by those who taught in the technical-vocational programs where enrollments had already experienced a decline in percentage, though not in total enrollment. See Table for enrollment figures.

As time passed and the probability of the four-year college became an impending reality, the voices of dissent became less audible. However, this did not necessarily mean that these attitudes were less prevalent, but rather that the "band wagon" effect of the community movement for a senior college made dissent unpopular and even more threatening than the prospect of the four-year college. Several interviewees recalled that only in intimate conversations among the "old guard" were their fears discussed.

Another aspect of faculty attitude which had considerable effect during the period of transition and afterward, was that directed toward the changing purposes and procedures resulting from the expansion. As the College extended its curriculum upward, new purposes and procedures were adopted. They frequently appeared strange and in conflict with the old purposes and procedures of the Junior College. Often they required new responsibilities and roles for the faculty. Reportedly, two major factors contributed to this attitude conflict and consequent problems; the relatively small enrollment until just prior to the transition, and the centralized administrative procedure of the Junior College. This small enrollment coupled with the tradition of a capable, yet somewhat paternalistic administration, resulted in the faculty's not being as well prepared as they might have been to cope with the development of a four-year college. For many years the size of the Junior College and the able leadership it had experienced, had led the faculty to forego concern about administrative problems. This resulted in the faculty's collective lack of experience in accepting responsibility, making administrative decisions, and grasping the initiative to plan and act at the department level. Administration, curriculum development and planning, and committee functioning suffered for want of these abilities and experience. The final outcome of the indecisiveness and ineptness was a delay in the development of department patterns of function normally expected in a four-year college. The chief administrators were, therefore, bogged down with the details and decisions of department-level administration which was most detrimental to the operation of the College in view of the many other problems needing their attention during this transition period.

Grading practice was another problem related to faculty attitude which occurred during the period of the development of the junior and senior years. As a small Junior College there had developed a close faculty-student relationship which enabled grading to be based fundamentally upon the progress of the individual toward eventual transfer to a four-year college, or toward completion of a terminal two-year degree. Rapidly increasing numbers of students and a new concept of standards of achievement as a grading criterion presented a difficult problem to many of the faculty. No longer did the size and nature of the College make knowing each individual student and assessing his personal progress feasible or appropriate. Rather, the transition to a four-year college had brought with it the concept of standards of achievement by which a student must be passed or failed. These changes in size of college enrollment and grading practice caused traumatic experiences for many faculty members and consequently problems for department chairmen and the dean.

These problems associated with faculty attitude became less prominent as the orientation to a junior college diminished. Many of their fears passed as they saw the four-year College develop and they became adjusted to the changes. They discovered that good classroom teaching was still the prime requisite for retention and promotion. New faculty, fresh from experiences at other four-year colleges and universities, helped to overcome many of the problems. Finally, most of the concerns were apparently not considered serious, as noted in the extremely high stability of the faculty, less than 1 per cent turnover during the four-year period following the transition to a four-year college.

Financial support. The change from a locally-supported Junior College to the state-supported Senior College presented a dramatic alteration in the methods of securing funds. As a Junior College the community had merely to be asked, and with few exceptions the necessary funds were allocated. However, upon achieving four-year status, the College was required to battle with all other four-year institutions in the state for operating funds. The major problem which resulted centered around getting the State Legislature to recognize the needs of the College. Legislators were apparently unable or unwilling to realize the following facts: (1) The College was already larger than two of the four-year state supported colleges; (2) The expansion period required additional funds for the development of the new College as compared with other well established institutions; and (3) Several similar type, state supported institutions were receiving more funds on a per capita basis than was the new and expanding Southern Colorado State College. Part of the cause of these difficulties revolved around an individual, who presumed to speak for the College before legislative groups without adequate information on which to make judgements.

A consequence of inadequate support resulted in a policy of permitting the faculty to teach a normal load in the day program, and then teach additional hours in the emerging program to supplement their salaries. Although this procedure was recognized as undesirable by faculty and administrators alike, it was still in operation the year following the graduation of the first senior class.

Library. Equal in magnitude of difficulty to any of the other problems experienced during the transition was the development of the library resources of the College. It appeared to be a difficult adjustment for the Junior College library staff to anticipate, plan for, and carry out the needs of a four-year college library. Changes in personnel were eventually made which helped to alleviate these problems. Although the Pueblo Junior College Library had been adequate for a two-year college, it was severely wanting in physical space, number and nature of volumes, and organization and administration to meet the needs of a rapidly growing four-year college. It was not by coincidence that the first building constructed on the new campus was the library. The president, with great difficulty, convinced the Legislature of the extreme need of the College to have this new facility given first priority for construction, and also that its size reflect the anticipated growth of the institution.

Physical plant. An equally difficult problem during, as well as after, the transition was the inadequacy of the physical plant.

Originally the campus had been designed to accommodate twelve hundred students. By fall 1962, 1,274 full-time day students and 1,197 evening students were in attendance. Two years later the enrollment had nearly doubled. To meet the demands for space, classes were scheduled from 7 a.m. until 10 p.m. daily. Some relief was anticipated as the new campus, located five miles away, became partially available in the fall of 1965, but this advantage was offset by increases in enrollment.

Registrar. Rapidly increasing enrollments, limited physical facilities and a split campus created a most difficult situation for developing the course schedule. Added to this, of course, was the new curriculum for the junior and senior year, and new forms and procedures needed for the transition. Fortunately, Pueblo Junior College had instituted machine-data processing of all grades and student records. Had it not been for this advancement, the problems would have been greatly intensified for the registrar's function during this period. The registrar's office had the additional problem of insufficient number of qualified staff.

Student personnel services. Of the several problems in the student personnel services area which developed during the transition, probably the most difficult to solve was securing adequately trained non-academic staff. This included the full range of service personnel, from assistant deans and residence hall staff, to secretaries, cooks and janitors. The limited labor force in the area was cited as the primary cause of this difficulty. Another area causing difficulty during this period was the development of the student activities program. This is generally considered a difficult task on a two-year non-resident campus, and it became even more difficult on a four-year campus which was predominantly non-resident. Adequate student leadership simply did not exist at the time of the transition, and this greatly hindered the potential of this phase of the College's educational program.

Administration. One of the most unfortunate problems which developed during the expansion years was the resignation of President Marvin Knudson. There were many versions, some conflicting, of the circumstances which surrounded this event. The following is a brief summary of several of the factors which were reported as having contributed to the resignation of the president from the institution.

Over the years, the local junior college board and the president had worked closely together in the planning of this local board and their deep interest in the welfare of the College had contributed to a condition of mutual trust and respect between the board and the college administration. When the Junior College expanded, the control was shifted from this local board to the Board of Trustees of the State Colleges. As a consequence of this action, the relationship between the college administrators and their board became much more remote than it had been prior to the transition. Also, the College, which had been the sole interest of the local board, was now just one of four colleges served by this state board. There was also reported by several of the staff a belief that the state board, or at least several of its members, held a negative attitude toward the newly expanded College. These conditions were further compounded by the State Board's appointing of a person to:

> . . . determine specific purposes and scope of the proposed institution . . . development of curriculum . . . study attendance patterns, salary schedules, campus plan, faculty procurement, internal administration and financial obligations.[14]

This appointment was interpreted by the President and other administrative officers of the College as a usurpation of their duties. The intermediary function of this new appointment between the Board and the College was also believed by the College administrative staff to have contributed to a condition of distrust and breakdown in communication.

During this period several faculty, generally described as militant, were claiming that academic freedom had been restrained on campus, and also that the faculty were not allowed to participate in the policy formation of the College. The local chapter of the American Civil Liberties Union was invited by these faculty members to come to the campus and investigate these charges. The findings of this group were presented to the intermediary person who in turn interpreted them to the State Board. Neither the findings of the American Civil Liberties Union, nor those of the individual appointed by the Board were made known to the President or his staff prior to the presentation to the State Board of Colleges. The consequence of these factors was a loss in faith and trust between the Board and the President, that was soon followed by the resignation of the President.

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[14] News Article, Denver Post, May 30, 1961.

Although it was reported that the majority of the faculty apparently did not believe their academic freedom or rights to participate in the policy formation of the College had been violated, neither did they become vocal in opposition to the developing events. However, their respect and high regard for the President was evidenced in their awarding of an honorary doctorate to Marvin Knudson in June of 1966, three years after his resignation.

Suggestions. Though it was generally recognized by the staff of the College that most of the problems encountered were of an unavoidable nature, several comments were made in suggesting how these problems could have been reduced in difficulty. The first of these was in the area of faculty committee assignment, where more care in selection of members and committee chairmen might have been of value in improving the work. These committees, especially in the areas of curriculum planning and self-study projects for accreditation purposes, are of great importance to the eventual success of the expansion. Secondly, as many associate professor and full professor positions as possible should have been left vacant prior to the transition, for these openings would have afforded added incentive in recruiting new staff with earned doctorates. Thirdly, and closely aligned with the previous suggestion, all department chairmen should have been placed on an acting basis as part of the transitional process. This policy would have allowed more freedom in the building of several departments which required additional staff and more experienced leadership. Also, this policy would have eased the blow for those department heads which were replaced by new staff members.

Summary of problems. The problems encountered during the transition of Pueblo Junior College were many. Faculty attitude toward the transition was originally negative but later changed to one of positive support. The faculty's failure to accept as extensive a leadership role as might have been expected hindered the development of the College during the later part of the transition. Financial, physical plant, record-keeping and scheduling, student personnel, and administrative problems also existed during this period. Notably absent were serious problems associated with the curriculum. Far-sighted leadership and planning had provided the institution with the basis of a sound academic program.

Summary: Southern Colorado State College

The history of Pueblo Junior College's transition to Southern Colorado State College is an example of a community's desire and effort to establish a four-year college in their city. For thirty-one years the Junior College had served the higher educational needs of the area with distinction. But times were changing, more and more of the increasing population were seeking higher education, even beyond the junior college level. After a long and difficult struggle, in 1962, the Colorado General Assembly gave final approval for the establishment of a four-year college as an outgrowth of the existing Pueblo Junior College.

The community, through its civic and business leaders, sought the Senior College for the advantages of status, financial and cultural gain it would bring to the area. Other of their reasons were the increasing student population, more and more of which were seeking higher education, and the fact that the nearest four-year state-supported institution was over one-hundred miles away. These factors combined, with the previous success and reputation of Pueblo Junior College, were the most influential in causing the expansion.

Although extensive planning and qualified leadership prevailed during the period prior to the transition, nevertheless, many problems were encountered during the years of expansion. Primarily these problems were caused by three factors; faculty's attitude toward the expansion, rapidly increasing enrollments, and inadequate financial support. The areas where problems developed included committee function, department level administration, library, financial support, physical plant, record-keeping, scheduling, student personnel, and administration. Notably absent from these problem areas was the curriculum which was reportedly the result of long effective planning.

CHAPTER XII

WEBER STATE COLLEGE

Weber State College was founded in 1889 at Ogden, Utah, as Weber Stake Academy by the Church of Jesus Christ of the Latter-Day Saints. In 1922 it was expanded to a junior college and in 1933 it became state-supported. Legislation enacted in 1959 made Weber College authorized to begin the junior class in 1962 and the senior class in 1963. The name was changed to Weber State College in 1963, by which time enrollments exceeded 3,500.

Introduction

The transition of Weber College to a four-year institution was a long and difficult political struggle requiring great determination and perseverence on the part of the College and the community. From 1946, when the first organized efforts for expansion were launched, until 1964, when the first senior class was graduated, the College was continually involved in one or more aspects of this process. A positive result of these repeated attempts to gain legislative permission for the expansion was the extensive planning of nearly every aspect of the proposed four-year college. As a consequence, when the expansion eventually came, many of the problems had been anticipated and were either avoided entirely, or their impact was lessened.

The College Setting

Ogden, Utah, the site of the College, is situated thirty-five miles north of Salt Lake City. The campus is at the base of the

Wasatch Mountains and commands a view of the city, surrounding country, and the Great Salt Lake. Ogden, with a greater metropolitan population of over 250,000 people, is a center of trade, diversified manufacturing, and stockyards. As the rail center for this area of the nation, it developed the largest stockyards west of Denver. The city is also the cultural center of the area and has been since its founding by Brigham Young in 1850.

History of the Junior College

Weber Stake Academy opened January 7, 1889, in the Second Ward Meeting House with two teachers and ninety-eight students. The Academy was owned and operated by the Church of Jesus Christ of the Latter-Day Saints. Originally the Academy offered both elementary and secondary levels of instruction, and in 1916 it added the first and second years of college work to the curriculum. Concurrently, the name of the school was changed to Weber Normal College. In 1922 the high school program was dropped and the name was changed to Weber College. Full accreditation as a junior college was received in 1932 and one year later the College was transferred from the control of the L. D. S. Church to the state of Utah.[1]

The years between 1922 and 1942 were an era of sporadic enrollments reflecting the economic history of this period, as shown in Figure 6, page 218. The developing vocational education programs were

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[1] Self-Evaluative Report I (Ogden, Utah: Northwest Association of Secondary and Higher Schools, 1958), pp. 7-9.

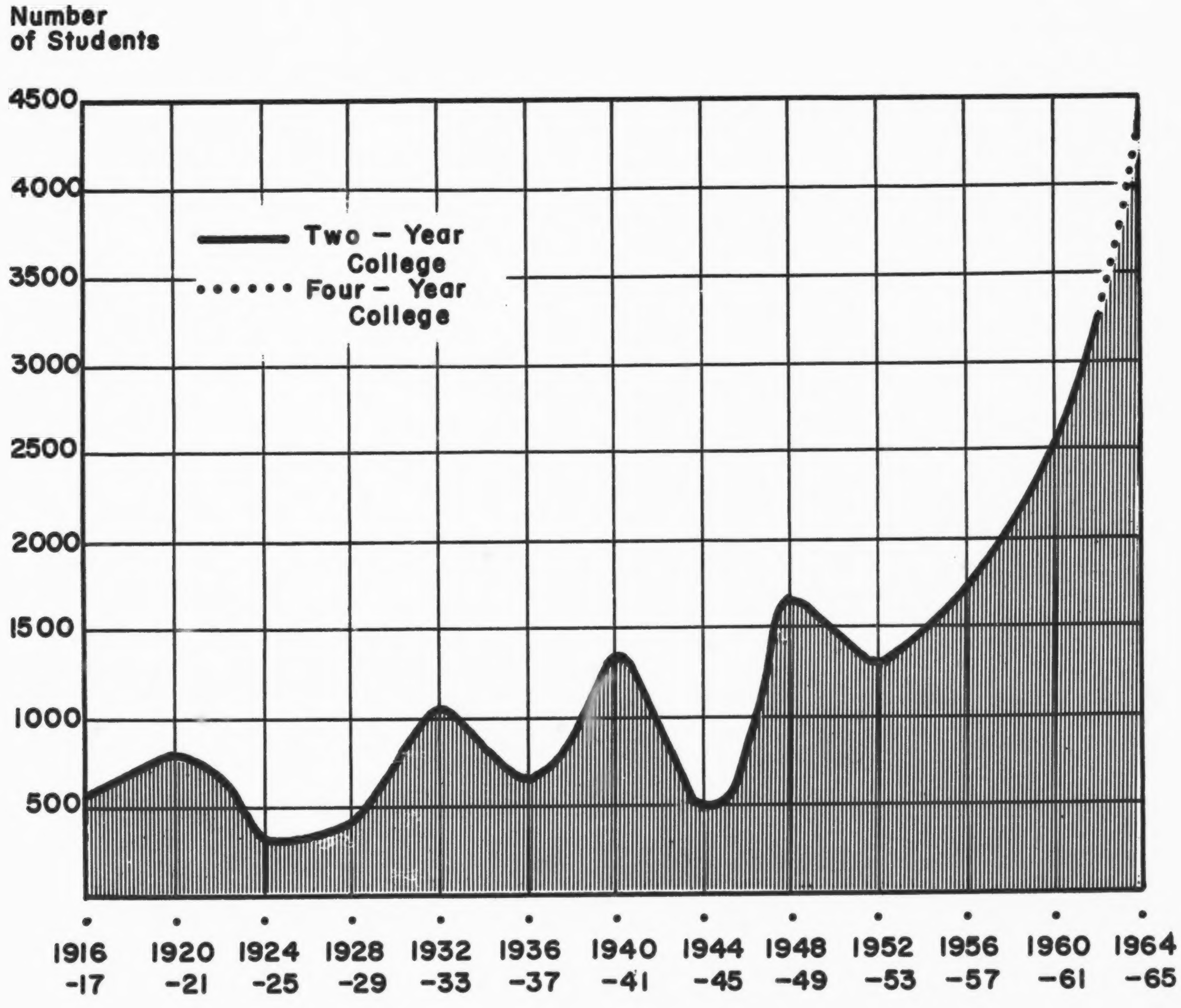

FIGURE 6
Weber State College
Enrollment Data
1916–1964

enhanced by a new building in 1939, and enrollments began to increase rapidly. Several federal programs including the W.P.A., N.Y.A., and C.C.C. contributed to this growth.[2]

World War II saw a rapid decline in enrollment of regular degree-seeking students to a low of 465 in 1944-45. However, as Weber College was active in National Defense training programs, the cumulative enrollment of part-time students rose to a high of 14,996 during the same year. These increases represented many military personnel and defense workers who were taking short-term courses. At the end of the war, enrollments soared to 1,800 full-time day students and 1,700 part-time evening students. Veterans, attracted by the extensive trade and technical programs developed by the College during the war years, comprised the majority of the students. A consequence of this rapid increase in size of enrollments and the growth of the community was the first consideration of expanding Weber College to a four-year institution.

Transition Period

In September of 1946, President Henry Aldous Dixon organized an eighty member committee of lay people and faculty for the purpose of studying the problem of expanding Weber College. In 1947, a bill to expand the College was passed by the Utah State Senate, but failed the House of Representatives. However, $50,000 was appropriated to purchase a new campus site, contingent upon a similar amount being contributed by the city of Ogden. The citizens of Ogden responded by contributing $68,000 for the new campus. The major portion of this money was solicited in the form of small donations from many, many people in the Ogden area. These acts of benevolence not only exceeded the fund-raising goals, but also developed a community spirit of support for the College. This spirit was to prove of considerable importance in the years ahead, during the long struggle for a four-year college.

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[2] Clarisse H. Hall, Weber College Institutional Studies, Enrollment Statistics, 1889-1962 (Ogden, Utah, 1963), pp. 9-15.

In 1949, the College made a second bid for four-year status. A bill to establish a four-year educational program at Weber College in the fields of Arts and Sciences, Business, and Education, passed the Senate and the House. But, Governor J. Bracken Lee vetoed the bill and it failed to become law.[3] In 1951, a bill promoted by Governor Lee was placed before the legislature which would have transferred Weber, and two other state junior colleges, to the Church of Jesus Christ of the Latter-Day Saints. This bill was defeated. Nineteen hundred and fifty-two brought rumors of plans to make these three colleges branches of the University of Utah, but nothing came of this. A bill submitted in 1953 to expand the College died in committee, reportedly for lack of funds.

Governor Lee's extreme conservatism toward public-supported education became manifest in December, 1954, when a special session of the Utah State Legislature, which he had called specifically for the purpose, voted to return Weber College to the L. D. S. Church. This action was placed before the people on a referendum, and the people voted overwhelmingly to keep Weber College a state institution. Again in 1955, evidence of Governor Lee's attitude was found in a bill introduced to turn over control of the junior colleges to locally supported districts. The purpose of this bill was to inhibit the development of any new four-year state-supported colleges. The bill failed to receive enough support to come up for vote.

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[3] Weber State College Annual Catalog (Ogden, Utah: Weber State College, 1964), p. 21.

Finally in 1959, after thriteen years involving numerous attempts by the combined efforts of the College and the community, the Utah State Legislature under the leadership of a new governor authorized the expansion to a four-year college. The junior year was added in 1962, and the senior year in 1963. Anticipating the expansion into a four-year degree-granting institution, the Utah Legislature, in 1961, created a separate Board of Trustees for Weber State College. This act transferred the control of the College from the State Board of Education to the Board of Trustees, making this authority structure similar to the other four-year institutions in the state.

Opposition to expansion. During the thirteen-year period, 1947-1959, prior to the authorization for expansion, several elements of opposition developed. The first of these was the conservative attitude of state legislators toward expenditures of state funds for higher education. This element of opposition prevailed during the early part of this period. A second element of opposition was found in the person of Governor J. Bracken Lee, who was an outspoken opponent of public supported education in general and of public supported higher education in particular. This attitude dominated during the two four-year terms of his tenure as governor. Although the Legislature had modified its original conservative attitude to the point of approving expansion in 1949, Governor Lee vetoed the bill. A third element, which grew in strength during the later part of this period, was opposition from some of the other institutions of higher education in the state. The proposed Weber State College, located in the second largest population center in the state, was seen as a potential threat to future enrollment and thereby to the amount of the state's tax and tuition support they could otherwise expect. Eventually, however, this opposition was overcome by tireless efforts of the administration and staff of the College and by strong support from local political figures and community leaders.

The College and community engaged in a variety of activities to attempt to overcome all opposition during this long transition period. The first of these activities was the organization of a planning committee, comprised of College and community leaders, for the purpose of promoting the expansion of the College. The committee met often and the members worked hard to plan, organize, and coordinate the effort for expansion. They collected, published, and distributed information justifying the expansion. A second activity, which was alleged to have had great influence in gaining legislative authorization to expand the College was their visiting each legislator at his home. These visitations were conducted every year or two by members of the College administration and community leaders. This expensive and time-consuming activity is evidence of the tireless efforts on the part of the College and community to achieve their goal, a four-year state supported college at Ogden.

Factors Influencing the Transition

Several factors were consistently used during this long period of transition to justify the expansion of the College. Included were internal factors coming from within the College, and external factors, coming from outside of the College.

External factors. The factors which were most influential in the College's expansion to a four-year institution were external to the College itself and centered around the community and its increasing need for higher education. The most important of the external factors was the city of Ogden, second largest city in the state and one of three areas in the nation of similar population without a four-year college. Eventually, as the community began to push for expansion of the College, the political strength of this population center was felt , and the Legislature expanded the College. Need for additional higher education was the most important reason the area sought a four-year College. As the most rapidly growing section in the state this need was ever-increasing, affecting more and more people as they realized the expense of sending their children away to college. In a report prepared by the Planning Committee, justifying the expansion, costs of going away to college were compared to those of living at home and attending Weber College; the latter were shown to be less than one-half as great. In the same report, evidence was presented which verified that a much higher per cent of high school graduates attend a four-year college if one is near their home. Allusion was also made to the increased earning power of college graduates as compared to that of non-college wage earners.[4]

Prestige that the citizens of the community believed would come with a four-year college was another factor which influenced the expansion. Local political and business leaders were aware of the economic advantages afforded a city which has a four-year college. Mention was even made of the recreational benefit and entertainment of the athletic teams that a four-year college brings to a community.

Internal factors. The internal factors were as important, or nearly so, as the external factors in influencing the College to expand. The first of these internal factors was related to the nature of the faculty and administration of the College. Throughout the years immediately prior to and during the long transition, the number of faculty members holding earned Ph.D. degrees had risen to over twenty per cent. In addition, many of the remaining eighty per cent of the faculty were in the process of completing their terminal degrees. There existed, therefore, a most favorable situation in that the Junior College had gone far toward solving one of the major problems of expansion, the acquiring of a sizeable percentage of staff who held the earned doctorate. Furthermore, this faculty held collectively a strong desire that Weber College should expand.

In addition to the relatively high percentage of earned doctorates, the staff had as early as 1946 engaged in an extensive planning for the eventual expansion to a four-year program. Reportedly, many of the junior college level courses were already of upper-division level content. And when the addition of junior and senior levels came, for many departments it was more a process of renumbering and reorganizing than of developing new courses. It was the belief of the faculty of the College that the quality of their curriculum and instruction was equal or superior to that of any other institution in the state. Whether right or wrong in this assumption, it did have the effect of creating in the faculty a confidence in their ability and even an impatience to have a four-year program.

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[4] "The Case for Weber College" (Ogden, Utah: Faculty, Association, Alumni, and Weber College Legislative Committee, 1953), pp. 1-21. (Mimeographed).

Another factor which motivated the faculty to seek expansion was observance of the difficulty their students had in competing with bachelor degree people for technical positions in nearby industries. With regularity, those who held the bachelor's degree were able to secure positions over those who had earned the junior college associate degree, as employers were apparently more concerned with the status of the four-year degree than with the training involved. It was believed by the faculty that if Weber College could offer the baccalaureate degree, it would make their students equal or superior to the competition on the local labor market.

In summary, the faculty and administration were influenced in favor of the expansion because they believed the following conditions existed: (1) a strong need in the area for additional higher education, (2) an appropriated curriculum to meet these needs, (3) a qualified and experienced staff that could carry out this curriculum, and

(4) an ever-increasing number of students who were both able and willing to attend the College.

Problems Encountered in the Transition

With all of the advantages that Weber State College had at the time of transition--long planning period, exceedingly able and qualified staff, strong community support, outstanding record as a Junior College--few problems would be expected to have occurred. However, this was not the case. The interviewees, both faculty and administrators, cited numerous problems in nearly every phase of the College's operation. But, it was also noted that many of the problems had been foreseen, and efforts to divert them unquestionably lessened their severity. Furthermore, it is possible that the several activities engaged in by the College in preparing for the transition made the faculty and administration especially sensitive to and aware of their problems.

Three of the activities which were conducted by the College in preparation for the transition are briefly described here to show how they assisted the expansion. While it is impossible to determine the precise effect these activities had on the total transition process, the frequent references made to them by the twelve people interviewed at the College suggest their overall importance.

The first of these activities was directed toward planning for curriculum and instruction in particular, and toward increasing the faculty's familiarity with a four-year college operation in general. This activity involved sending ten different faculty members to the campuses of outstanding colleges throughout the country each of the two summers prior to the transition. The participants in this program talked with the faculty and administrators at these colleges, assessed their programs, and eventually utilized this information in developing the curriculum and instruction program of Weber State College. The faculty were paid their normal summer session salary and expenses. The success of this activity was evident in the limited number of courses and program changes required during the transition period. The only major addition or deletion to the curricular offering was the addition of the Associate of Applied Arts program in electronic data-processing. The second activity involved the administrators of the College, who also sought information about their problems by visiting and corresponding with colleges engaged in or having just completed an expansion to a four-year college. These investigations were reported as being of great value in preparing for the transition and in gaining suggestions as to how to avert many of the problems. A third activity of benefit to the transition process was imposed upon the College because of the establishment of a State-Wide Coordinating Council on Education. This organization, which was developed to assist in the planning of higher education in the state, began operating in 1959, the same year Weber College was given permission to expand. Included in the functions of the Council was the transmission of all college budgets to the State Legislature. Consequently, the new curriculum for Weber State College was carefully scrutinized by the Council and the College, both from philosophical and financial standpoints. The end result was most beneficial to the College as the new curriculum proved effective, functional and financially feasible in the years following its adoption.

Financial support. For all of the planning a number of problems were experienced during the transition. Foremost of these in range and intensity of effect was the constant lag in financial support for the College, a consequence of a conservative legislature's unwillingness to recognize the rapid growth of the College. The discrepancy between funds allocated and those needed for operation and development of the College was compounded by enrollments which each year continued to exceed even the most optimistic projections. The resulting shortage of operating funds necessitated the development of a system of priorities. These priorities were a cause of many problems at the department level, including those of personnel relations and program. This shortage of funds also caused the physical plant to be always behind the needs of the College. The inability of the College to project enrollments accurately, and the Legislature's unwillingness to amend the bi-annual budget appropriations, combined to make the financial support of the College the major problem during the expansion years.

Departmental administration. Division chairmen commented that they experienced a variety of problems, more annoying than difficult, in the instructional phase of their programs. One of these was their personal adjustment to spending much more time in administration and much less in teaching. Another problem also accounted for as the result of the rapid growth of enrollments, was the department chairmen's need for greater freedom at the division level in order to meet the rapid changes required by the transition. The need to add and drop sections, move classes, and rearrange faculty teaching loads were cited as examples of administrative problems which could have best been resolved at the division level. An instructional problem mentioned was the difficulty for some faculty to adjust to the increasing size of their classes. A system of senior assistants was developed to help remedy this problem, but it was too early at the time of this study to assess its effectiveness. A final problem of interest was the difficulty in finding faculty members who were willing to teach lower division courses, since the faculty apparently believed that a higher status was associated with teaching these upper-division courses.

Rank and tenure policy. The desire for higher status, which presumably came with the teaching of upper-division level courses, was in part caused by the College's adoption of a rank and tenure policy during the two-year period of expansion to a four-year institution. Prior to this time, under the governance of the State Department of Education, there was no formal system of rank and tenure. Each faculty member held the rank of "instructor," contracts were given on a one-year basis, and no tenure policy existed. With the expansion came a rank and tenure policy and the faculty's concurrent efforts to improve their individual status. Considerable time and care was given by the faculty and administrative committee to the wording of rank and tenure, and the faculty interviewed reported that they were quite content, and no serious problems associated with rank, tenure, or promotion had developed during this period.

In a number of ways, the lack of a formal tenure and rank policy as a Junior College was reported to be an advantage during the transition to a four-year college. It was believed to have assisted the College to avoid many of the potential problems of personnel relations during this period. The College was not faced with the problem of demoting faculty who did not hold the earned doctorate, nor was the College required to live with the problem of having a high proportion of faculty in the upper two ranks, a circumstance which could have made recruiting new faculty members more difficult.

When rank and tenure policy was adopted in 1961-62, forty-five per cent of the faculty were awarded the rank of associate or full professor. One half of these people held the earned doctorate and of the other half, one-third had served the College for twenty years or more and the other two-thirds had served from ten to twenty years. Thus it can be seen that in its awarding of rank the College gave recognition for long service to the institution. However, after this initial ranking process all appointments to the rank of associate or full professor during the succeeding four years were made to people who held terminal degrees. Furthermore, during this same period, fourteen people who held Ph.D.'s were appointed to positions of assistant professor. It was therefore clear in both policy and practice that, with few exceptions, the earned doctorate was required for promotion or for direct appointment to the position of associate and full professor. It should be noted that in the vocational-technical programs, the emphasis was not placed on the terminal degree but rather on experience and demonstrated teaching ability in the area. For these several reasons, the faculty and administrators believed that the absence of a formal system of rank at the Junior College eliminated many potential problems of the expansion. Evidence of the success of this rank and tenure policy during the expansion process was found in the small turnover of faculty and administration which was less than five per cent yearly. Another indication of the success of this policy was the fact that the number of faculty holding the earned doctorate was increased to slightly over thirty per cent.

Student personnel services. The student personnel services of the College was greatly assisted during the transition by extensive planning. Early recognition of the added responsibilities the four-year college would require of its student services program had prompted development of a new philosophy and purpose, changes in organization, and plans for the acquisition of additional staff. As a junior college, the student services had focused primarily upon counselling and student activities. However, when the junior and senior years were introduced, the student services program increased to include not only counselling and student activities, but also placements, housing, financial aids, alumni relations,and operation of an elaborate student union building. The problems which were reported in this area appeared to be typical of any student services program and not the result of anything peculiar to the expansion.

Summary of problems encountered. Extensive planning was influential in assisting the College through the expansion period with a minimum of major problems. This planning was especially effective in the areas of curriculum and instruction, administration and organization, and student personnel services. Rapidly increasing enrollments produced a constant lag in financial support and this proved to be the most difficult and far ranging problem during the transition. Division chairmen reported a variety of minor problems, most of which were involved with the inadequate financial support, and the consequent "priority system" which was developed. Absence of rank, tenure, and promotional policy as a Junior College was believed to have been an advantage during the period, reportedly due to extensive planning and changes in the purpose and organization of the program, and to the subsequent acquisition of new facilities and additional staff.

Summary: Weber State College

Seventy-five years after its founding as an academy by the Church of Jesus Christ of the Latter-Day Saints, Weber State College awarded its first baccalaureate degree in June of 1964. The years had seen the College grow in size and gain a reputation of an outstanding junior college. In 1946, the long struggle for legislative permission to expand to a four-year college began. It took the combined efforts of the College and the community of Ogden a total of fourteen years to overcome the opposition to the expansion. After repeated attempts to gain legislative approval the College was eventually given authorization to expand in 1959.

The motivation for the transition to a four-year college existed both in the community and the College. The citizens of Ogden sought transition because they believed there existed a need for additional higher education in the area, and because they believed community prestige would be increased and economic benefits would result from the expansion of the Junior College to a four-year program. The faculty and administration of the College supported the expansion because they too believed more facilities for higher education were needed in the area. Also, they were convinced that a four-year college could be built upon the foundation of the Junior College with its able staff and proposed curriculum, which would prove of great service to the community and state. With these factors as the justification, and a well organized campaign to inform the state's legislators of their validity, Weber College was made a four-year state supported college in 1959. However, the junior year courses were not offered until the fall of 1963, the interim period permitting the long planning of the four-year college.

During the three years between the approval by the legislature and the initiating of upper-division level coursework, the faculty and administration engaged in a variety of planning activities. In addition to the self-studies, faculty and administrators engaged in visiting a number of established institutions to assist in the development of the curriculum and instructional practices of the proposed four-year Weber State College. An additional purpose of these visitations was familiarizing a number of the faculty with the practices and functions of a four-year institution. These activities were reported to be responsible for the small number and limited impact of the problems during the transition.

The one major area of difficulty experienced by the College during the expansion period was a lag in financial support caused by rapidly increasing enrollments and the failure of legislature to recognize this fact. The consequences of inadequate funds were problems in a wide range of areas including administration, instruction, personnel relations, and the development of the physical plant. However, to a considerable extent the impact of even this problem of constant financial need was lessened by the College's anticipation of the difficulty, which was again the result of the extensive planning period. Other problems encountered during this period were reported as not being serious and were perhaps no more than those which would be expected to occur at an established four-year college.

CHAPTER XIII

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

This Chapter presents the findings of the study, the conclusions drawn, and the recommendations in the form of guidelines designed to assist two-year institutions considering expansion to four-year programs. Brief summaries of the major findings were presented at the end of sections within the case studies and at the end of each Chapter. This Chapter's more comprehensive and detailed summary of the findings include points alluded to in the context, but not presented in the brief summaries. The findings are presented in the order prescribed by the statement of the problem. The first portion of the Chapter presents the factors which influenced the expansion of the two-year institutions to four-year programs. In the second section of this Chapter presents the findings of problems encountered during the transition. In each case the findings are followed directly by the conclusions drawn and the guidelines which they warrant.

FACTORS WHICH INFLUENCED THE EXPANSION

There were two categories of factors which influenced the institutions in this study to expand to four-year programs. The first category included factors which were internal to the institution; those of the local board, administration, faculty, etc., and were summarized in Table VIII, p. 236. The second category included the external factors which influenced the expansion, such as community, religious sponsor, etc., and were summarized in Table IX, page 243.

TABLE VIII

FACTORS INFLUENCING THE TRANSITION TO A FOUR-YEAR PROGRAM: INTERNAL

Internal Factors	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Board, administration, and faculty believed there was definite need for the proposed four-year program.	X	X	X	X	X	X	X	X	X	X
Expansion sought for prestige:										
Administration		X		X	X			X	X	X
Faculty	X		X	X	X			X	X	X
Board	X	X	X	X	X		X	X	X	X
Desire for growth and increased financial support for the institution.	X	X	X	X	X		X	X	X	X
During the transition period, new president appointed.	X	X	X		X			X	X	X
Success of limited expansion to a four-year program in one area, prior to full-scale expansion.					X	X				

I. INTERNAL FACTORS

Finding: Need for the Program

The board, administration, and faculty of each institution in this study generally believed there was a definite need for their proposed four-year program. While this finding may appear somewhat elementary, it should be noted that some opposition toward the expansion existed on every campus. In those institutions where this opposition was the most pronounced, the proponents of the expansion engaged in a variety of activities directed toward the justification of the expansion and the eventual convincing of the opponents of the wisdom of their proposed course of action.

Conclusion

It is concluded that one of the internal influencing factors in the transition to a four-year program was the belief by the board, administration and faculty that there was a definite need for the proposed program; however, it is also probable that extensive opposition could and would retard or negate that expansion.

Guideline 1. The board, administration and faculty should believe that a definite need exists for the proposed program.

Finding: Prestige

A second internal factor which influenced the expansion was the belief of the members of the boards, administrations, and faculties of the several institutions that the expansion to a four-year program would bring prestige to the institution and to themselves. In six of the ten cases the evidence clearly indicated that the administration of the junior college sought the expansion, at least in part, for reasons of prestige. In the four other cases there was no evidence that administrative desire for the prestige of a four-year college had influence upon the transition. However, the change in administrative leadership of the institutions during this period of transition resulted in two more cases, in addition to the existing six, in which prestige was an influencing factor.

In seven of the ten cases evidence indicated there was faculty desire for the expansion for the added prestige that would result. Apparently most faculty members believed there was more prestige associated with teaching in a four-year college as contrasted to service with a two-year college. In one of the cases there was concern by the faculty that the four-year program might detract from the nationally recognized two-year program and result in the college being just another four-year institution. If this happened they believed the expansion would result in a loss of prestige. In the other two cases there was no evidence that the faculty sought the expansion for prestige.

In all but one of the cases there was evidence that the board sought the expansion for reasons of prestige. But here, as with the administration and faculty, it was nearly impossible to separate desire for personal prestige from that of desire for institutional prestige.

Conclusion

The desire for increased prestige, believed by board members, administrators, and faculty to result from expansion to a four-year program, can be an influential factor in causing the institutions in this study to make the transition. As in all institutions this prestige factor had some influence, and since in most of the cases it was a significant factor, it seems probable that most institutions can expect the occurrence of this factor as an influence for expansion.

Guideline 2. Utilization of the commonly held belief that increased prestige results from expansion to a four-year program can become a significant factor in motivating the transition.

Finding: Growth and Support

Desire for increased enrollment and financial support were internal factors which influenced all of the institutions to seek expansion. It was believed that expansion to a four-year program would result in increased enrollments and increased financial support. All institutions, except one, experienced a rapid rise in enrollment during the transition years, doubling in most cases and tripling in several. The one institution which did not experience this increase was engaged in a policy of expansion which specifically limited the rate of enrollment increases. Nine of the ten institutions were conservative in their predictions of the actual enrollment increases. The increased financial support was anticipated to come from tuition, and also from foundation, industrial, and federal grants. In part this belief stemmed from the fact that many gift and grant funds were not available to two-year colleges. The transition to a four-year institution did increase both the real and potential financial support of all institutions in the study.

Conclusion

The desire for increased enrollment and financial support were factors which influenced the transition of all institutions in this study. Expansion to a four-year program brought significant increases in enrollment, and in real and potential financial support.

Guideline 3. Institutions considering the transition to a four-year program should anticipate the desire for increased enrollment and financial support to be influential factors in the decision to expand.

Guideline 4. Institutions considering the transition to a four-year program should expect significant increases in enrollment and in both real and potential financial support.

Finding: The New President

In seven out of the ten cases new Presidents were appointed during the transition period. Although most of these men were themselves not influential in the decision to expand, it was reported that they were selected for their enthusiasm for the proposed expansion, and their respective board's belief that they could carry out the task. The Presidents, in all cases, including the three whose tenure extended throughout the transition period, were a most significant factor in the expansion process of their institutions.

Four of the seven new Presidents, who took office during the transition period, were hired specifically to guide the institution through the expansion. Two of the seven were appointed after the expansion was actually in process. The remaining President came into office during the very early stages of the contemplation of the issue of expansion at that particular institution.

All ten Presidents proved a positive and influential force in the transitions. In most of the cases a great amount of credit was given to the president for the eventual reality of the transition. Several were accorded the distinction of being primarily responsible for the achievement. There existed a great range in the age, experience, and backgrounds of these men, but they all held in common the qualities of immense energy, drive, and enthusiasm for the transition.

Conclusion

The Presidents of the institutions in the study were integral factors influential in the transition. A significant number of institutions appointed new presidents during the period of transition, all of whom were enthusiastic about the expansion and were believed to be capable of leading the institution through this period.

Guideline 5. The president of the institution should be strongly in favor of the transition and possess the necessary qualities to guide the institution through the process.

Finding: Limited Expansion

The two women's colleges in the study initiated a limited expansion several years prior to their full-scale expansion to four-year programs. In both cases these limited expansions were made in fields where the colleges believed they had particular strength, and could mount the programs with minimal financial expense. These limited expansions were reported as having: (1) Generally aided the College to gear for the full-scale expansion; (2) Assisted all concerned in gaining greater understanding of the problems involved; (3) Helped to overcome apprehension toward the effect of a four-year program on a campus traditionally oriented to the two-year program; and (4) Proved the institution's ability to provide the necessary elements of a four-year program.

Conclusion

Although the evidence was restricted, it appears to indicate that limited expansion in one area, prior to the full scale expansion, may be of great value in preparing an institution for a general transition to a four-year program.

Guideline 6. Careful consideration should be given to the advantages to be gained from a limited expansion of one or more programs prior to a full-scale transition.

II. EXTERNAL FACTORS

In addition to the internal factors there were external factors which influenced the institutions to expand to four-year programs. A summary of these factors is presented in Table IX, page 243.

Finding: Community Support

The desire of the community for expansion of the institution was one of the most frequent and compelling of the external factors.

TABLE IX

FACTORS INFLUENCING THE TRANSITION TO A FOUR-YEAR PROGRAM: EXTERNAL

External Factors	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Strong community support.	X	X	X	X			X		X	X
Reasons community sought four-year institutions:										
Economic betterment	X	X	X	X			X		X	X
Community prestige	X	X	X	X					X	X
Need for additional higher education in the area	X		X	X			X		X	X
Local political leader(s) active in promotion of expansion.	X	X	X	X					X	
Strong religious-group sponsor influence.	NA*	NA	NA	NA	NA	NA	X	X	NA	NA
Consultants encouraged expansion.			X	X	X	X		X	X	X
Expansion and growth of competing institutions and/or proposed institutions.					X	X	X	X	X	X

*Not applicable to these institutions.

All four state-supported colleges and three of the private institutions reported that without strong community support it was doubtful if the transition of their institution would have materialized. Where this strong community support developed, the junior college represented the only higher education available in the immediate vicinity. Also, the communities in which this support occurred were all under 200,000 population, although several had a much larger population in their greater metropolitan area. Two of the three colleges that did not experience strong community support were located in large metropolitan centers where numerous other four-year institutions already existed. The other college was a private women's institution in a small city where the state university and one other private college were located, and whose clientele were predominately from out of state.

In the cases of the four state-supported colleges, the community support proved an effective means of bringing pressure upon the state legislature for approval of the expansion. In the cases of the three private institutions the community support was instrumental in the success of the fund raising efforts necessary to finance the expansion. In all cases the community support was not a spontaneous happening, but rather the result of a concerted effort on the part of board members, administrators, or both.

Conclusion

Community support was an influential factor in the transition for seven of the ten institutions in the study. For the state-supported schools it was a means of acquiring the needed political pressure to gain authorization from the state legislatures for the expansion. For the private institutions, strong community support was instrumental in providing the necessary financial assistance for the expansion. The institutions engaged in a variety of activities to encourage and sustain their strong support from the community.

Guideline 7. Efforts should be made to develop strong community support for the proposed expansion.

Finding: Reasons for Community Support

Three major reasons were cited as being the basis for community support of the proposed expansion of the local two-year college to a four-year program: (1) Economic growth; (2) Community prestige; and (3) Need for additional higher education in the area.

This belief that economic betterment would result from the expansion of the two-year colleges to four-year programs was founded upon two assumptions. First, it was assumed that the expansion would result in increasted enrollment and thereby stimulate the general business activity of the community. Secondly, it was assumed that the presence of a four-year institution of higher education would be an added incentive for the attraction of new business and industrial firms to the community.

A second reason for this community support was the belief that the prestige of the community would be raised with the presence of a four-year institution. This was particularly apparent in five of the case studies where the community was reasonably large, but did not have a four-year college.

The third reason for the existence of community support of the proposed expansion of the junior colleges was the need for additional higher education in the area. In six of the ten cases there was clear and demonstrable need for a four-year institution. Evidence of this need was based on the non-existence of other four-year institutions in the immediate area and the availability of students to support the program. The one college which could not justifiably support the expansion for reasons of need for additional higher education in the area was unable to do so because of sparse population. However, this college did meet its projected enrollment by the time the transition was completed. All seven institutions experiencing strong community support were located in areas where additional higher education was needed.

Conclusion

The findings indicate that the reasons for strong community support of the expansion were; economic growth, community prestige, and need for additional higher education in the area.

Guideline 8. In attempting to develop community support for the proposed expansion, reference should be made, if appropriate, to the economic growth, community prestige and satisfaction of local needs for additional higher education, which would result from the transition.

Finding: Local Political Support

Local political leaders were a powerful factor in the transition of four state-supported and one private institution. Not until a local political figure took an active role in the efforts to gain legislative approval, was it possible for three of the colleges to accomplish this task. One private junior college was able to secure permission to utilize public tax funds as a result of the efforts of a local politician. These funds greatly assisted this private junior college to expand to a four-year program. In all cases the men who assisted these colleges were experienced and able politicians.

Conclusion

Local political leaders were a potent factor in assisting several institutions to gain legislative authorization to become a state-supported four-year institution.

Guideline 9. A two-year college aspiring to become a four-year state-supported institution should acquire the active support of local political leaders.

Finding: Religious Sponsor

The two church related colleges in this study received strong impetus from their religious sponsors to expand to four-year programs. The colleges initiated this influence through discussions of the issue of expansion with their respective denominational bodies, and the response was favorable in both cases. It was doubtful if either college could have made the transition, or would even have tried, without the motivation and support from their religious sponsors. For one church group the expansion provided the only four-year college sponsored by their denomination. For the other, it offered a four-year college of their faith for a particular section of a state. In both cases the church sought the expansion to provide religiously oriented higher education for their children, which resulted in enrollment increases at both institutions. The denominations also provided the bulk of the gifts raised by the colleges to help finance the transition.

Conclusion

The desire of the denomination to have a four-year college was a dominant factor in the expansion of the church related institutions in the study. This desire became manifest in the form of financial support, both tuition and gifts, without which the expansions of these colleges would not have been possible.

Guideline 10. Gaining support for the expansion from the religious sponsoring group is imperative for two-year church related colleges.

Finding: Consultants

Seven of the institutions engaged the services of several consultants during the early stages of the transition. These consultants, without exception, encouraged expansion, and helped to point out weaknesses and shortcomings of the existing and proposed programs. In several cases these consultants were especially effective in helping to gain support for the expansion from faculty and board members. In all cases where consultants were employed, it was reported that their services were influential in the decision to expand and the success of the transition. These consultants were frequently men of national reputation in the field of higher education, and in most cases were selected with the advice and counsel of the regional accrediting agency.

Conclusion

Institutions which utilized the services of consultants found them to be an influential factor and of great practical value in the decision to expand and the success of the transition.

Guideline 11. Institutions considering expansion should acquire the services of able and qualified consultants early in the planning stages of the transition to a four-year program.

Finding: Competing Institutions

The six non-state-supported institutions in the study reported that the growth and expansion of competing institutions was a factor which prompted their decision to expand to four-year programs. The ever increasing number and size of state supported institutions, especially junior colleges, was cited as evidence justifying this position. Three of the private institutions in the study were located in states where junior college systems were in the process of being expanded. One other college was in a state where several competing institutions had already made the transition to a four-year program. The other two institutions were experiencing this pressure in a less direct manner. The two women's colleges in the study were experiencing the additional pressure of the decline in the status of the "finishing" school and the desire by women for more than two years of higher education.

All ten institutions were aware of the many junior colleges which had already made the transition to a four-year program, and justified, in part, their own transition on these grounds.

Conclusion

Trends in higher education, including; the rapid increase in number and size of state supported institutions, the transition of other junior colleges to four-year programs, and changes in the demands for particular types of higher education represented threatening competition to the private institutions in the study. Expansion to four-year programs was believed to be a means of meeting this competition and thus competing institutions became a factor which influenced expansion. Awareness of the success of other junior colleges in making the transition was another factor which encouraged and influenced the decision to expand. It would appear that these factors will continue to influence junior colleges to expand to four-year programs.

Guideline 12. Study and analysis of the current trends in higher education and awareness of the activities of other institutions is essential knowledge for an institution contemplating expansion.

PROBLEMS ENCOUNTERED IN THE TRANSITION

Problems were encountered by the institutions during the transition period in nearly every phase of their operations. Only the problems reported as causing the most difficulty are presented here. These problems were placed into eight categories: (1) Opposition to the expansion; (2) Financial; (3) Physical Plant; (4) Organization and administration; (5) Curriculum; (6) Faculty; (7) Library; and (8) Student Services.

I. OPPOSITION TO THE EXPANSION

The first problem encountered by the institutions during the transition was opposition toward the proposed expansion to a four-year program. All institutions experienced some form of opposition as shown in Table X, page 252. The degrees of extensiveness and intensity of this opposition varied from one institution to another. Obviously, as all of the institutions eventually achieved expansion, this opposition was overcome.

Finding: State Legislature

By far the most difficult opposition was experienced by the colleges seeking expansion to four-year state-supported institutions. Three of these colleges were denied permission to expand by the legislatures on their initial request. One college was denied on several attempts and it was thirteen years from the time of the first attempt until legislative authorization was finally given. The educational advisory committee of the state legislature recommended denial of the

TABLE X

PROBLEMS OF OPPOSITION TO THE EXPANSION

Opposition to the Expansion	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
State legislature:										
Extensive		X	X	X	NA*	NA	NA	NA	NA	NA
Limited	X									
Faculty opposition.										
Extensive			X			X	X			X
Limited	X	X		X	X			X	X	
Administrative opposition.			X						X	
Trustee opposition.					X	X				X
Opposition from other institutions.	X	X	X	X						

*Not applicable to these institutions.

request for expansion of two of the colleges. A detailed account of this opposition was presented in Chapters XIII and IX. The legislature, however, did not follow the recommendations of the committee, and the two colleges were authorized to expand to four-year programs. In all of these cases the legislative approval was gained as a consequence of great effort on the part of the college, community and local political leaders. A by-product of the repeated attempts to gain legislative approval by these institutions was a refinement and improvement of the proposed programs. The average time lapse from the first formal action to expand, to the graduation of the first senior class was nine and one-half years for the state-supported colleges. The similar period for the private institutions was just over four years. This doubling of the time span of the transition for state-supported colleges was primarily a result of this legislative opposition.

Conclusion

The most serious and difficult opposition to the expansion was experienced by three of the four state-supported institutions in their efforts to gain legislative authorization for their transition. To overcome this opposition and win approval by the legislature, college, community, and political pressure was exerted. This legislative opposition resulted in the transition period being twice as long for the average state-supported college as compared with the private college.

Guideline 13. Junior colleges seeking expansion to four-year state-supported institutions should anticipate the probability of opposition resulting in a prolonged transition period. Overcoming this opposition will likely require the utilization of political pressure and maneuvering to gain legislative authorization.

Finding: Faculty Opposition

All ten institutions experienced a degree of faculty opposition to the proposed expansion. In most cases this opposition was limited, in several it was more extensive, and in all cases it was eventually overcome. Three reasons cited for this faculty opposition were: (1) Concern for the pressure for the terminal degree which would result from expansion to a four-year program; (2) Concern for the possible loss of the two-year programs which they believed were needed; and (3) A general desire to avoid change and maintain the status quo, which was most noticeable in the older members of the faculty.

This opposition was overcome in a variety of ways by the institutions. Several of the institutions were growing so rapidly that pressure for the terminal degree did not develop during the transition. Emphasis was placed upon hiring new faculty who held the terminal degree, and little effort was made to pressure the junior college faculty to further their graduate study. The pressure upon faculty to earn the doctorate was more obvious in the smaller institutions with more stable enrollment. Five institutions developed plans for financially assisting and encouraging faculty to continue their education. Nine of the colleges developed new rank, tenure and promotion policies which made provision for long years of service to the junior college. Many of the presidents and deans acknowledged that special consideration and assistance was given to the junior college faculty to aid them in adjusting to the four-year program. This was reported as being done on an individual basis and "played by ear."

Consultants' services were another means employed to overcome faculty concern and apprehension of the proposed expansion. Their work with faculty committees, explanations and answering of questions, all aided in overcoming the opposition of the faculty.

Some of the institutions engaged in free and open faculty discussions of the proposed expansion, which included question and answer periods. Although opposition to the proposal was first extensive at one of these institutions, it was rapidly overcome as a result of this procedure.

Other factors which reduced this opposition were the substantial increases in salary and fringe benefits made by all of the institutions during the transition period.

Conclusion

Faculty opposition to the proposed expansion will likely be experienced by institutions before and during the transition. It can be eased and overcome if: Rapid increases in enrollment lessened the pressure for terminal degrees; Rank, tenure and promotional policies are adopted which give recognition for long service; Leave of absence plans for advanced study are instituted; Consultants are used to provide information; Open discussions of the issues are provided; and

Salaries and fringe benefits are increased.

Guideline 14. Faculty opposition to the proposed expansion, which is almost certain to occur, can readily be overcome through thoughtful planning, adequate communication, and increased salaries and benefits.

Finding: Administrative Opposition

Two of the institutions experienced opposition to the proposed expansion from the president. In one case the president was replaced prior to the formal announcement of the institution's decision to expand. It was reported that his strong commitment to the junior college concept of higher education hindered his effectiveness in preparing the college for the transition. His replacement was hired with the understanding that rapid progress toward a four-year institution was the board's wish.

In the second case, the President originally opposed the expansion on the grounds that it would result in the loss of an outstanding junior college program. Subsequently, his attitude changed toward favoring the expansion, and it was effected without further incident.

Conclusion

Relatively few institutions are likely to experience administrative opposition to the proposed expansion. A probable cause of this opposition would be a strong commitment to junior college education. It is possible that this opposition could substantially effect the planning for the transition.

Finding: Trustee Opposition

Three of the institutions experienced mild opposition toward the proposed expansion from members of their boards of trustees. It was reported that this opposition was mostly in the form of a questioning of the feasibility of the plan for expansion, when it was presented. The reason given for this questioning was a conservative attitude toward change and a sincere concern for the welfare of the institution. This opposition was soon overcome in all cases through increased communication, advice from consultants, and more and better information.

Conclusion

Colleges can expect to experience mild, but short lived, opposition toward the proposed expansion from board members. This opposition will most likely be rapidly overcome through complete and precise information regarding the feasibility of the transition plan.

Guideline 15. The proposal for expansion should provide the most complete and precise information available regarding the feasibility of the plan.

Finding: Opposition from Other Institutions

The four colleges which became state supported institutions encountered opposition toward their proposed expansion from existing public-supported institutions in the state. The threat posed by the proposed college in competition for students and state funds were the reasons believed to have prompted this antagonism. Little or no tangible evidence of this opposition was reported, and there was an understandable desire, on the part of all, to dismiss the matter entirely.

Conclusion

Colleges seeking to be state-supported four-year institutions will most likely encounter opposition from existing state-supported institutions. Competition for students and support are probable reasons for this opposition.

Guideline 16. Colleges seeking to become state-supported four-year colleges should recognize and prepare for possible opposition to their expansion from existing state supported institutions.

II. FINANCIAL PROBLEMS

Of the many problems encountered in the transition period, those of financial support of the institution were the most difficult and had the most extensive range of effect. All of the institutions experienced problems in this area and a variety of procedures were utilized in the effort to overcome them. These findings are summarized in Table XI, page 259.

Finding: Cost of Expansion Underestimated

One of the most obvious causes of these financial problems was an underestimation of what the costs of the expansion would be. All of the institutions were conservative in predicting these costs,

TABLE XI

FINANCIAL PROBLEMS

	State				Women		Religious		Private	
Financial Problems	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Cost of expansion underestimated.	X	X	X	X		X	X	X	X	X
Noticeable increase in instructional costs.	X	X	X				X	X	X	X
Physical plant needs exceeded estimate in costs.	X	X	X	X	X	X	X	X	X	X
State support considered inadequate.	X	X	X	X	NA*	NA	NA	NA	NA	NA
Endowment and gifts considered inadequate.	NA	NA	NA	NA	X	X	X	X	X	X
Created position of Director of Development to direct fund raising.						X	X	X	X	X
Employed professional fund raising firm.							X	X		
Experienced deficit during expansion.						X		X		

*Not applicable to these institutions.

possible because of their fervent desire to see the expansion realized. Two factors, however, definitely contributed to this underestimation of cost. First, all but one of the institutions exceeded their enrollment projections, and this created unforeseen expense. Secondly, rapid inflationary trends occurred during the period when these transitions were taking place, greatly effecting the cost of construction and general operation of the institutions.

Noticeable increases in the cost of offering upper-division courses as compared with the junior college level courses was apparent at seven of the institutions. The rapidly increasing enrollment and inflation made it impossible for the institutions to determine accurately the increased costs directly attributable to the offering of this upper-division course work. Three of the institutions noted that the expansion had not increased instruction costs appreciably. One of these colleges had, as a junior college, engaged in an extensive vocational and technical education program. Costs of these programs were high, and were more expensive than the academic upper-division programs which were added by the expansion. Two other institutions were offering a wide range of liberal arts courses as junior colleges, many of which were very expensive because of limited enrollments. The expansion resulted in many of these courses being appropriately re-classified as upper-division, and increased enrollment in these courses actually reduced the expense of these courses for the colleges.

Conclusion

The cost of the expansion was underestimated by all of the institutions, possibly as a result of the desire to secure approval for the expansion and definitely because of unforeseen increases in enrollment and inflationary trends of the period. While exact increases in instructional costs directly attributable to the addition of upper-division courses was not determinable, there was no doubt that these added programs were expensive procedures, and in part accounted for the underestimation of the costs of the expansion. In several unique situations the addition of upper-division course work proved an economic measure.

Guideline 17. To avoid underestimating the cost of the expansion, careful concern should be given to the probability of; high cost of upper-division course work, effect of inflation, enrollment exceeding projections, and rising costs of building construction.

Finding: Inadequate State Support

All four state-supported institutions experienced severe financial problems during the expansion. This circumstance was attributed to two factors. First, the colleges reported that the funds from the state, based upon allotment per full-time student costs at an established institution, were not adequate to meet expenses at a new and expanding institution. Secondly, three of the four state colleges encountered enrollments which surpassed even the most optimistic projections. This factor coupled with the bi-annual budget procedure of two of these colleges resulted in a constant shortage of necessary operating funds. These same factors contributed to the development of the physical plant being forever behind the needs of the college.

Conclusion

All state-supported colleges experienced severe financial problems apparently resulting from the costs of an expanding program being greater than the funds provided under the state apportionment formula, and enrollments which surpassed projections. Also, as a consequence of these factors the physical plant was frequently inadequate for the needs of the program.

Guideline 18. Attempts should be made to secure funds in addition to the normal appropriation based upon estimated costs at established institutions.

Guideline 19. Attempts should be made early in the transition period to develop the physical plant in accordance with the optimum enrollment projections.

Finding: Endowment and Gifts Considered Inadequate

All of the privately supported institutions in the study believed their endowment and gift income to be inadequate during the transition period. As a consequence, the colleges were forced to rely almost entirely upon tuition to support the operation of their programs. These private institutions' average income from tuition exceeded 85 per cent of overall operational expenses, and in several cases it was over 90 per cent. Attempts were made by the institutions to increase their endowment during this period, and most of the colleges were successful to a degree. However, increases in enrollment, and the consequent increase in the total budget, held constant or decreased the percentage contribution of endowment to the operational fund.

The great demands for development of the colleges required sustained fund raising campaigns. The constant need in this area limited the amount of funds which could be directed from gift sources to the general operating fund. Church related colleges received approximately 90 per cent of their non-tuition income from their denomination. The private colleges received nearly all of their non-tuitional income from private gifts, the remainder from auxiliary enterprises.

Several of the colleges with a large percentage of the increasing enrollment living in campus housing, were able to realize a significatn income from this auxiliary service. However, six of the institutions had not developed a large residence hall program until well into the expansion.

Conclusion

Lack of endowment and the consequent heavy reliance upon tuition as nearly the sole source of income is a dangerous situation. Even a slight decrease in enrollment results in substantial cutbacks in proposed expenditures. Such a dependency also creates a constant condition of uncertainty in regard to planning for curriculum, offerings, faculty, faculty salaries, physical plant development, and, in fact, all aspects of the institution's operation. This problem of limited endowment is particularly critical during the period of transition, as frequently the proposed expenditures are aimed at a minimal level of expectation which must be achieved to provide an acceptable program, meet accreditation requirements, etc.

The failure to acquire adequate endowment income to safeguard against decreases in enrollment will result in the budgeting being frequently makeshift, highly unpredictable, and dealt with in an expeditious manner. Even an unexpected decline of only 5 per cent in projected enrollment would have caused a severe deficit for most of the private colleges in the study. While future enrollment trends may look most favorable, the small, private or religious-group sponsored colleges may be in an extremely vulnerable position because of their high tuition as compared with state-supported institutions. Consequently, the need for a strong secondary source of income exists, and will continue to increase.

Guideline 20. A private college seeking expansion should make every effort to increase its endowment and gift income to a point where it is a strong secondary source to that of tuition.

Guideline 21. Carefully devised projected enrollment studies, and their resulting estimates of need for faculty and staff, building, equipment, etc., should be utilized in the development of several alternative plans based on minimum, average, and maximum expectations.

Finding: Director of Development

The position of director of development or equivalent was created at five of the six private institutions during, or soon after, the transition. This position was charged with the task of coordinating and directing the college's fund raising efforts. In several institutions the fund raising efforts had as many as twelve people, all of whom reported directly to the president. In other instances this responsibility had been almost entirely that of the presidents. The growing need for funds and the generally increased duties and activities of the president during this period, were cited as the reasons for appointing a person to direct this aspect of the college's function. In all cases the arrangement had proved successful in increasing the effectiveness of the fund raising efforts, and in freeing the president of many of the details associated with this function.

Conclusion

The great need for an efficient and effective fund raising effort by privately supported colleges warrant the establishment of an office and appointment of personnel specifically charged with this responsibility. The evidence indicated that this office should be established as soon as possible after the decision to expand. It would also seem appropriate for state-supported institutions to consider the establishment of an office for development of private funds for the support of the college. This action will most likely improve the over-all success of the fund raising efforts, free the president to some extent for other duties, and enhance the program of the institution in general.

Guideline 22. A private college seeking expansion should, early in the transition period, establish an office of development for the purpose of coordinating and directing fund raising programs.

Finding: Professional Fund Raising Firm

The two Church related colleges in the study required the services of professional fund raising firms. In both cases these firms were brought in after the expansion was nearly completed. The one college which had been utilizing these services for over a year reported to be very satisfied with the results. No definite gift or donation could be cited as specifically the result of the firm's services, but it was generally agreed among the administrators that the services were beneficial. The reason given for acquiring these services was the college's location in a major metropolitan center of over four million people, and the consequent need for assistance in subscribing funds from large business firms and industries. Also, the previous fund raising efforts by the college were believed to have reached the maximum level which could be expected from the church and other sources. Furthermore, substantial as these previous efforts had been, the college had experienced a deficit during the transition period.

The second institution had only recently acquired the services of a professional fund raising firm, in cooperation with its denominational sponsor, and it was too early to determine if the results would be favorable.

Conclusion

The findings were not conclusive regarding the value of professional fund raising firms. No tangible evidence had been compiled to support the advantage of their use, but it was perhaps too soon to expect significant results.

Guideline 23. A private college considering expansion should carefully consider acquiring the services of a professional fund raising firm.

Finding: Budget Deficit

Two of the privately supported colleges experienced a period of deficit spending during the transition. In both cases the condition was brief, and was overcome prior to the end of the transition. The immediate problem was met by transferring funds from reserves to the general operating fund. Long range plans were made and implemented to avoid the recurrence of this shortage. Both of these colleges were operating on 90 per cent of income from tuition.

Conclusion

While only two of the institutions experienced a budget deficit during the transition period, nearly all of the private colleges were in a precarious financial condition. An unforeseen drop in enrollment would have caused a severe deficit for most the colleges, because of the almost total reliance upon tuition for operating expenses. Considering the multitude of factors, local, national and international, which could effect both enrollment and other sources of income for private colleges, it would seem imperative that significant endowment or other non-tuitional income be available to the institution during the transition period.

Guideline 24. A private college contemplating expansion should be assured of a strong secondary source of income to compensate for unexpected expense or drop in projected enrollments.

III. PHYSICAL PLANT

No other area of the process of transition to a four-year college provided more tangible evidence of the problems involved than the development of the physical plant. Most of the institutions faced a monumental task in meeting the physical facility needs of the proposed new programs and expanding enrollments. In nearly all cases these needs were met during the transition period or soon after. The additions to the physical plants of the institutions in the study represent the solution of these problems, and are summarized in Table XII, page 269.

Finding: Additions to the Physical Plant

Acquisition of land. Nine of the ten institutions acquired new land to expand the existing campus or establish a new one during the transition period. Three of the colleges marked the beginning of long range plans to expand to a four-year program by acquiring land for a new campus. A fourth college began the expansion years while in the process of establishing a new campus, and operated for a period on both sites. One other college acquired land for a new campus when the four-year college was only in the long-range planning stages.

Instructional facilities. All institutions made additions to their instructional facilities during the transition period. In

TABLE XII

PROBLEMS OF DEVELOPMENT OF THE PHYSICAL PLANT

Physical Plant Problems	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Acquisition of land for new or expanded campus.	X	X	X	X		X	X	X	X	X
New campus site in preparation for expansion.		X	X	X					X	X
Increase in instructional facilities, classrooms, laboratories, etc.	X	X	X	X	X	X	X	X	X	X
New auditorium during or soon after expansion.	X	X	X	X	X	X		X	X	
New or expanded library facility.	X	X	X	X	X	X	X	X	X	X
Increases in dormitory facilities.	X	X	X	X	X	X	X	X	X	
New student union.	X	X	X	X				X	X	X
New athletic facilities.	X	X	X	X			X	X	X	X
Increase in faculty office space.	X	X	X	X	X	X	X	X	X	X
Increased service facilities (heating, maintenance, etc.).	X	X	X	X		X		X	X	X

several cases these were particularly expensive additions as they involved laboratories for highly specialized technical programs. Several of the institutions failed to provide needed facilities for the portions of their programs until after the transition was completed. This represented a questionable procedure, as hundreds of students were deprived of these needed facilities.

Auditorium. Seven institutions constructed new auditorium buildings during the transition period. In all of these cases expanding enrollments had caused this need. Most of these new auditoriums were multi-purpose buildings and served to overcome several problems of physical plant needs.

Library. All of the institutions expanded or constructed new library facilities during the transition period. A more detailed discussion of the library problems is presented in a following section of this Chapter.

Dormitories. Dormitory facilities were expanded, or developed for the first time, during this transition period at nine of the institutions. For seven of the colleges this represented the largest single expenditure of the transition period, and in most cases the source of funds was the federal government.

Student union. A consequence of the rapid increases in enrollment was the problem of inadequate facilities for student activities on campus. Seven of the institutions found it necessary to construct new student activities buildings. Two other colleges were planning this addition in the near future. The need for this facility was particularly acute on the non-residence or commuter campus.

Athletic facilities. All of the institutions except the two women's colleges, found their junior college athletic facilities inadequate for the four-year program. Intercollegiate competition was the major demand for this addition, but there were strong demands for these facilities for the needs of the intramural and physical education programs.

Faculty offices. The constant problem of increasing enrollment and the consequent additions to the faculty resulted in a continuous shortage of faculty offices. On nearly all of the campuses there was evidence that the problem remained as doubling and tripling of assignment of faculty to one office was commonly found.

Service facilities. With all of the increases and additions to the physical plant, a commensurate number of service facilities were also needed. For example, new or expanded heating plants were required on all campuses. Maintenance, building, etc., were also found needed and added to the physical plants.

Conclusion

The problems encountered in the area of physical facilities were extensive, and suggest that few junior college campuses can provide the needs of a four-year college program. The findings also indicate the need for long-range planning in the development of the physical facilities for the transition. The alternative of beginning an expansion of an institution without the needed classrooms, laboratories, libraries, residence halls, etc., is a questionable procedure. Classrooms, laboratories, etc. do not of themselves make a college program, but they are an essential ingredient of a quality education and should be adequately provided for in the planning of a transition to a four-year institution.

Of all of the problems of the development of the physical plant, the evidence indicated that the library should receive priority. This facility is frequently the most poorly prepared of the junior college facilities in meeting the demands of a four-year program. Priority for development of the other needs of the physical plant were not conclusively prescribed by the findings of the study and appear subject to the demands of the individual campus. This does not, however, preclude the importance of the development of long-range campus planning, which is essential in order to efficiently meet the need of the proposed programs.

The increasing availability of federal funds for the construction of dormitories, student union buildings, and classrooms should help in easing the problems of development of the physical plant for institutions making the transition in the future.

Guideline 25. Careful and detailed analysis of the existing junior college physical facilities and the anticipated needs of the new programs and expanded enrollments should be made early in the transition period, and revised periodically.

Guideline 26. The library should receive priority in the physical plant expansion and development of junior colleges expanding to a four-year program.

IV. PROBLEMS OF ORGANIZATION AND ADMINISTRATION

The problems experienced in the area of organization and administration were few in number and relatively minor as compared with those in the areas of financial support and physical plant. The necessity to appoint new presidents was a major problem during this period. While the problems involving change-over were critical at the moment they occurred, in most cases they resolved more problems than they caused. The details of these changes in presidents were presented in a previous section of this Chapter. A summary of the findings of Organization and Administration are presented in Table XIII, page 274.

Notably absent were problems associated with the reorganization of the academic divisions or departments in preparation for the expansion. Several institutions indicated their present administrative and organizational structure was being studied for the purpose of possible revision, but this was primarily for the purpose of coping with the greatly increased enrollments rather than a direct result of the adding of the two upper-division years.

Finding: Changes in the Board of Trustees

Five of the institutions had major changes in their boards of trustees as a result of the expansion to a four-year program. Three

TABLE XIII

PROBLEMS OF ORGANIZATION AND ADMINISTRATION

Problems of Organization and Administration	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Change in organization of the board of trustees.	X		X	X			X			X
Administrative organizational change:										
Extensive										
Limited	X	X	X	X	X	X	X	X	X	X
New president appointed during transition.	X	X	X			X		X	X	X
Admissions and registrar's office reorganization:										
Extensive	X		X	X					X	
Limited		X			X	X	X	X		X

of these changes were made by the state colleges which transferred board control from local to state level. The fourth state college continued under control of the state board of agriculture. Two of the privately supported colleges also underwent changes in their board control, but these were more in the nature of modifications in the composition. One of these colleges extended its board affiliation from a local branch of the denomination to the state-wide denomination. The other college transferred from control of a city school district to a private board composed of citizens from the region. Mostly minor problems resulted from these changes centered around the loss of closeness between the board and the college. The major exception to these minor problems was the one case where the remoteness of the new board contributed to a breakdown in communication and the eventual resignation of the president.

Conclusion

There is a reasonably high probability that the expansion to a four-year program will result in modifications of the structure and composition of the original junior college board. Problems may arise in adjusting to a board which is remote as compared with the typical junior college board which is comprised of local citizens. There is also, of course, the probability that the new board will eliminate problems which existed with the junior college board. It appeared that to some extent the change in the board was symbolic of the change in the nature and purpose of the new institution, and a loss of the closeness between the college and its community.

Finding: Changes in Administrative Organization and Function

All of the institutions made some minor changes in administrative organization and function. These changes were attempts to meet problems which occurred during the transition, or were anticipatory of problems which were believed would occur without these changes.

Registrar. The registrar's office in nearly all of the cases experienced many difficult problems during the transition. Development of new procedure and new forms, significant additions to the staff, and the pressures of increased enrollments, were factors which contributed to these problems. Several of the colleges made the change to electronic data processing of all student records early in the transition period. This more modern procedure was of immeasurable value in three of the colleges which experienced rapid growth.

Admission. The private colleges all noted changes in their procedures for recruitment of students. Primarily these centered around the attempt to attract a wider geographic range of clientele to their colleges. Training of new personnel, new procedures, and development of new materials all posed problems in this area.

The institutions were also engaged in the process of raising admission standards during this transition period. For the private colleges this posed the tedious task of drawing a line which would continue to raise the academic standards of the college, yet not jeopardize the all important enrollment.

Academic and General Administration. All of the institutions but one made numerous additions to the administrative staff. The need for these additions was caused primarily by increased enrollments, rather than the consequence of adding the upper two years. In a few instances it was believed necessary to replace a dean or department head of the junior college, who did not hold an earned doctorate. These situations caused problems for which there was no easy solution. However, in most cases the junior college deans and department heads were retained in these positions through the transition period, and the changes reflected little more than normal attrition.

Conclusion

The problems encountered in the area of administration and organization appeared to be the consequence of both the transition to a four-year program and increased enrollment. The findings indicated that the offices of the registrar and of admission can expect many problems in; development of new procedures, creation of new forms, addition and training of new personnel, etc.

The desire of the expanding college to raise both academic standards and enrollments creates a particularly difficult problem. Students denied admission in May could well be the difference between a balanced or unbalanced budget in the Fall.

The acquisition of qualified people for the administrative staff was indicated as another difficult task of the period. Success may depend on the abilities of key administrative people. Selecting these people might well be the most important aspect of the transitional process.

Guideline 27. A college which anticipates a large and rapidly growing enrollment needs a system of electronic data processing for student records and business procedures.

Guideline 28. Careful planning should be given to the subject of admissions criteria, especially in regard to rising academic standards and enrollment needs.

V. CURRICULUM PROBLEMS

Findings:

The institutions in the study reported experiencing relatively few problems in the area of curriculum instruction during the transition period. All of the institutions engaged in extensive efforts in planning the curriculum for the proposed programs. This planning included the utilization of faculty committees and, in most cases, use of curriculum consultants. One institution sent a number of its faculty for two summers prior to the expansion to visit other institutions to investigate and study their programs.

Only two colleges discontinued the two-year associate degree of the junior college. All of the other institutions continued, with only minor variations, the curriculum of the junior college together with that of the new four-year programs.

Two of the ten institutions revised their curriculum plan during or soon after the transition. Even these changes were minor and reflected the modification of the requirements to allow "majors" in specific disciplines at one college and the other was the adding of secondary teacher certification in certain limited fields.

All of the institutions received preliminary certification from their respective regional accrediting agencies at the earliest permissible time and six had already received full certification.

A summary of the curriculum problems is presented in Table XIV, page 280.

Conclusion

The limited number and minor difficulty of the problems encountered in the area of curriculum and instruction appears to be the consequence of several factors. First, the institutions engaged in extensive planning and acquired the services of consultants to guide them. Secondly, with few exceptions the curriculum adopted were traditional in nature, generally acceptable to board members, administrators, faculty and students. It was what was expected, with only minor variations for all but two of the institutions. Thirdly, to the junior college staffs were added many talented faculty. But a closer analysis of these faculty reveals an important factor. They can be generally classified into two groups. One, the original junior college faculty had collectively very limited experience in teaching at four-year institutions. Two, the new additions to the faculty were in most cases young Ph.Ds., fresh out of graduate school, but also with limited experience teaching at four-year colleges. These factors it seems would tend to limit the ability to recognize and criticize problems in the new curriculae. The fourth factor which contributed to this lack of curriculum problems was the element

TABLE XIV

PROBLEMS OF CURRICULUM AND INSTRUCTION

Problems of Curriculum and Instruction	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Revision of curriculum plan made during or soon after transition.	X					X				
Discontinued two-year programs.						X				X
Difficulty of some junior college faculty to adjust to upper-division teaching.			X				X			
Extensive use of consultants for curriculum planning.	X		X	X	X	X			X	
Received preliminary certification from regional accrediting agency when expected.	X	X	X	X	X	X	X	X	X	X
Received full certification.	X			X		X		X	X	X

of time. Preparation for new courses, increased enrollments, and the multitude of other time consuming activities of an expanding institution allowed little opportunity for serious evaluation of the new curriculum. The fifth and final factor is the rather obvious fact that it was perhaps too soon to determine the success or failure of the new programs. In summary, it seemed highly probable that the lack of problems in the area of curriculum was a combination of both limited occurrence and lack of detection.

Guideline 29. Extensive planning including the involvement of faculty and qualified consultants are essential in the development of the proposed new programs.

Guideline 30. Recognition of the faculty's limitations in the ability to evaluate the new curriculum should involve the continued utilization of qualified consultants during and after the transition.

VI. FACULTY PROBLEMS

All of the institutions met with problems involving the instructional staff during the transition period. For most of the institutions this area represented one of the most difficult to deal with, and many of the problems continued throughout the transition and afterward. A summary of these findings is shown in Table XV, page 282.

Finding: Acquisition and Retention of Faculty

By far the most frequently cited and difficult of the problems in this area was the acquisition and retention of the desired quality

TABLE XV

FACULTY PROBLEMS

Faculty Problems	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Acquisition and retention of desired quality of instructional staff.	X	X	X	X	X	X	X	X	X	X
Necessary to increase salaries and fringe benefits significantly.	X	X	X	X	X	X	X	X	X	X
Rank, tenure, and promotion problems incurred.		X				X	X	X		
Necessary to adopt new rank, tenure and promotion policy.	X	X	X	X			X	X	X	X
Difficulty in getting faculty to seek advanced study.		X	X	X		X	X	X		X
Developed plan to encourage faculty to get more preparation.				X		X	X	X		X

and number of instructional staff. As newly expanded institutions, with limited resources, the competition for faculty was a constant struggle. All of the institutions made significant increases in salary and fringe benefits in an effort to meet this competition. In several cases these increases amounted to 50 per cent within a three year period. Most of the colleges had a very low percentage of faculty who held the earned doctorate prior to the transition, in a number of cases as low as 2 or 3 per cent. To attract a larger number of faculty who held the doctorate or were near to completion, the institutions engaged in a number of appeals. First, in a number of cases the procedure of awarding associate or professional rank to new appointments was utilized. This practice was soon discontinued at all of the colleges. A second, and reportedly most effective procedure, was the appeal to the opportunity to join a new and expanding institution. Thirdly, the emphasis on teaching and limited pressure for research and publishing was another factor which attracted new faculty. The combined effect of these several methods of appeal had considerable effect in the institutions's ability to acquire competent faculty. All of the colleges had exceeded a 30 per cent level of faculty holding the earned doctorate. For several institutions this represented an increase of over 50 per cent within a three year time span.

Conclusion

The evidence indicates that the most trying problem of acquisition and retention of qualified instructional staff was satisfactorily overcome in most cases during the transition period. A combination of procedures which included; significant increases in salary and fringe benefits, appeal to the opportunity to teach in a new institution, limited pressure for research, and occasional use of advanced rank, proved effective measures in meeting the completion for qualified staff. Although the holding power of the institutions had been reasonably successful, it would seem probable that many of the younger faculty would be moving in several years and the task of acquiring new faculty would continue to be a major problem for the expanding institution for some time after the transition.

Again, as with problems in the other areas of the transition, the rapidly increasing enrollments added weight to these problems of faculty recruitment. It is a credit to the presidents and deans of these institutions that they were able to recruit the able faculty they did, under the difficult conditions which existed.

Guideline 31. Immediately after the decision to expand, concerted efforts should be made to see that salary and fringe benefits are competitive, and that recruitment of faculty for the four-year program is begun.

Finding: Rank, Tenure and Promotion

Four of the institutions encountered problems in the areas of rank, tenure and promotion during the transition period. Primarily these problems were the result of the need for new statements of policy to more adequately fit the circumstances of the four-year college. In all, eight of the ten institutions adopted new policies in this area, and reportedly soon enough to avoid problems regarding rank, tenure, and promotion. Two of the colleges did not alter their policies, as they were already typical of those used by most four-year institutions.

Conclusion

Apparently the rank, tenure, and promotional policies of most of the junior colleges were inadequate for the needs of the four-year programs. Problems which occurred in this area were resolved after the adoption of the new policies.

Guideline 32. Early in the transition period, policies regarding rank, tenure, and promotion should be revised to meet the demands of the four-year college.

Finding: Advanced Degrees

Seven of the institutions encountered difficulty in getting their faculties to seek advanced graduate training and the terminal degree. For the most part this problem involved members of the junior college faculty. Five colleges instituted plans for subsidized leaves for graduate study. Several of the institutions chose to disregard the issue, placing full responsibility on the individual faculty members. In all cases salary and promotion policy directly encouraged faculty to seek advanced study.

Conclusion

In all cases it appeared that the degree of encouragement directed toward motivating faculty to seek advanced study was a reflection of the chief administrators' interpretations of their responsibility toward this issue. One large state supported institution was particularly active in this regard, as were four of the private institutions. However, the evidence did not support generalizations other than the contention that the degree of encouragement extended was highly individualized according to the people involved and the circumstances of the institution.

Guideline 33. Study and consideration should be given to the role which the college will follow regarding encouragement of faculty to seek advanced training and degrees.

VII. LIBRARY PROBLEMS

Finding: Library

The library posed many difficult problems for all institutions in the study. Limitations of the junior college libraries required new or expanded facilities during or soon after the transition. Library holdings were considered inadequate in nine cases. Holdings were doubled at most institutions and even tripled at several during the transition years. Acquiring back issues of periodicals was another problem for most of the libraries. The expense in regard to the development of the several aspects of the library resources was reported as being very great and underestimated in the planning stages. The use of consultants proved of great assistance to several of the colleges. A summary of the library problems is presented in Table XVI, page 287.

TABLE XVI

LIBRARY PROBLEMS

Library Factors	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Constructed a new library facility.	X	X	X	X	X	X	X	X	X	X
Library holdings considered inadequate.	X	X	X	X		X	X	X	X	X
Necessary to increase periodical subscriptions.	X	X	X	X	X	X	X	X	X	X
Back issues of periodical holdings considered inadequate.	X	X	X	X	X	X	X	X	X	X
Employed new library director.	X	X	X			X	X			

Conclusion

The development of a typical junior college library to the level needed for a four-year college is an expensive operation. The findings indicated that even with adequate funds, experienced consultants, and able leadership, considerable time and planning were also required to develop to the library resources of the institutions.

Guideline 34. The development of an adequate library for the proposed four-year college will involve considerable time, money and planning, and should be started as soon as possible.

VIII. STUDENT SERVICES PROBLEMS

The function of the institutions related to student services met with many problems during the transition period. Although individually these problems caused but minor difficulty, collectively they were of considerable importance in the transition to a four-year program. A summary of the Student Services problems is presented in Table XVII, page 289.

Finding: Increase in Student Services Staff

All of the institutions reported it was necessary to increase the number of staff in the student services area. To a great extent this reflected the increases in enrollment. However, the enlarged responsibilities of the four-year college in the area of student services was also an important reason for these increases. Personnel was added in the areas of the dean of students' office, counseling office, residence halls, placement office, and student activities.

TABLE XVII

PROBLEMS OF STUDENT SERVICES

Student Services Problems	State				Women		Religious		Private	
	Arlington State College	Fort Lewis State College	Southern Colorado State College	Weber State College	Colorado Woman's College	Stephens College	Cumberland College	North Park College	Jacksonville University	Little Rock University
Increase in administrative personnel.	X	X	X	X	X	X	X	X	X	X
Dormitory program expanded.	X	X	X	X	X	X	X	X	X	
Rules and regulations revised.	X	X	X	X	X	X	X	X	X	X
Student activities increased.	X	X	X	X	X	X	X	X	X	X
Health services enlarged.	X	X	X	X		X	X	X	X	X
Placement office expanded.	X		X	X		X	X			

Unfortunately, in most cases these additions were not made until long after the need became apparent. The consequence of this practice was a constant shortage of administrative staff in this area. Five institutions created placement offices during the transition. Several other institutions were already performing this service.

Conclusion

Growth of enrollment and the increased responsibility of the four-year college in student services necessitated significant increases in staff. The common practice of not staffing in this area until after the need, resulted in a constant shortage of administrative personnel. In turn this led to many of the programs being poorly planned and fraught with problems of inadequacy.

Guideline 35. Appointment of necessary staff should precede increased enrollment and the development of the student services program.

Finding: Rules and Regulations

All of the colleges were required to modify the junior college rules and regulations regarding students. For colleges that began their first extensive involvement with resident student housing during this period these additions and modifications of rules were extensive. Here again, the changes were frequently not made until after a problem had developed.

Conclusion

Student rules and regulations of the junior college will most likely require considerable modification during the transition period. This will be especially noticeable for colleges entering for the first time into the housing of students on campus. Efforts should be made to develop these new rules and regulations prior to their need, to avoid the practice of being expeditious in dealing with student problems.

Guideline 36. Anticipation, development, and adoption of necessary student rules and regulations should be accomplished early in the transition period.

Finding: Student Activities

Many problems were experienced in the area of student activities. Factors reported as contributing to these problems were: inadequate facilities; inadequate planning of the program; lack of student leadership; limited finance; insufficient supervision; and the non-resident student body. Nearly all of the colleges reported some dissatisfaction with their student activities programs. Of special concern was the limited number of activities provided, and limited degree of student participation.

Conclusion

In no other phase of the transition process was the lack of planning as obvious as in the area of student services in general, and student activities in particular. Apparently, the junior college tradition of having predominately a commuting student body denied the institutions an awareness of the responsibilities of the four-year colleges in this area. Consequently, a majority of the programs were poorly planned and ineffective, during the transition period.

Guideline 37. Awareness of the increased responsibilities of the college in regard to student activities should be realized early in the transition period, and necessary action should be taken to insure the development of an adequate program.

Note: The guidelines drawn from the findings and conclusions of the study were intended for use by groups or individuals considering expansion of a two-year college to a four-year program. It is recognized that each institution is unique, and brings to the issue of expansion its own individual traditions, circumstances, and problems. Therefore, each guideline may or may not have application for a given institution. Furthermore, these guidelines were not intended to comprise a definitive outline for the directing of a transition, but rather to suggest issues for consideration and evaluation in light of the conditions of each individual institution.

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APPENDIX

APPENDIX I

THE TEN SAMPLE INSTITUTIONS OF THE STUDY

Institution	Location	Regional Accrediting Agency	Control	Student	Classification*	First B. A. Awarded	
						Year	Enrollment
Arlington State College	Arlington, Texas	Southern Association	State	Co-ed	IIj	1961	8,297
Colorado Woman's College	Denver, Colorado	North Central Association	American Baptist	Women	IIf	1963	797
Cumberland College	Williamsburg, Kentucky	Southern Association	Southern Baptist	Co-ed	IIe	1961	919
Fort Lewis State College	Durango, Colorado	North Central Association	State	Co-ed	IIf	1964	1,139
Jacksonville University	Jacksonville, Florida	Southern Association	Private	Co-ed	IIj	1959	1,388
Little Rock University	Little Rock, Arkansas	North Central Association	Private	Co-ed	IIf	1959	1,485
North Park College	Chicago, Illinois	North Central Association	Evangelical Covenent	Co-ed	IIj	1960	1,583
Southern Colorado State College	Pueblo, Colorado	North Central Association	State	Co-ed	IIf	1964	2,471
Stephens College	Columbia, Missouri	North Central Association	Private	Women	IIc	1960 1966	2,100
Weber State College	Ogden, Utah	Northwest Association	State	Co-ed	IIe	1963	3,500

*II Only the Bachelor's and/or first professional degree
c - liberal arts and general, and terminal occupational
e - liberal arts and teacher preparatory
f - liberal arts and general, teacher preparatory, and terminal occupational
j - liberal arts and general, and one or two professional schools

NOTE: Information for this Table has been taken from Education Directory, Part 3, Higher Education, 1959-64.